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Jim McClure-Jerry Peak

Wilderness Management Plan

Salmon-Challis National Forest

BLM, Idaho Falls District, Challis Field Office

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Acronyms

AFWA	Association of Fish & Wildlife Agencies
AML	Appropriate Management Level
APHIS	Animal and Plant Health Inspection Services
ARPA	Archaeological Resources Protection Act
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
cfs	cubic feet per second
CHMA	Challis Herd Management Area
EA	Environmental Assessment
EIS	Environmental Impact Statement
ESA	Endangered Species Act
FLRMA	Forest Land Resource Management Act
FRCC	Fire Regime Condition Class
FS	Forest Service
FSM	Forest Service Manual
JMJP	Jim McClure-Jerry Peak (Wilderness)
MIST	Minimum Impact Suppression Tactics
MOU	Memorandum of Understanding
MRA	Minimum Requirements Analysis
NEPA	National Environmental Policy Act
NFS	National Forest System
NHPA	National Historic Preservation Act
NMFS	National Marine Fisheries Service
RMP	Resource Management Plan
ROD	Record of Decision
SAR	Search and Rescue
SCNF	Salmon-Challis National Forest
USDA	United States Department of Agriculture
USFWS	United States Fish and Wildlife Service
WFRH&B	Wild Free Roaming Horses and Burros Act
WMP	Wilderness Management Plan
WSA	Wilderness Study Area (BLM designation)

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INTRODUCTION

BACKGROUND

The United States Congress established the National Wilderness Preservation System through the Wilderness Act of 1964 (Public Law 88-577; 16 U.S.C. 1131-1136) as a system of federal lands "where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain." This law was created to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States. Wilderness designation is intended to preserve and protect certain lands in their natural state. Only Congress, with Presidential approval, may designate lands as wilderness. The Wilderness Act defines wilderness, the uses of wilderness, and the activities prohibited within its boundaries.

Wilderness areas provide a contrast to lands where human activities dominate the landscape. No buffer zones are created around wilderness to protect them from the influence of activities on adjacent land. Wilderness areas are managed for preservation of wilderness character, and for the use and enjoyment of the American people.

WILDERNESS OVERVIEW

The United States Congress designated the Jim McClure-Jerry Peak (JMJP) Wilderness (116,898 acres) on August 7, 2015. All of the Wilderness is in Idaho, and is managed by the Bureau of Land Management (BLM), Idaho Falls District, Challis Field Office (21,913 acres; 19%) and the Forest Service (FS; 94,985 acres; 81%), Challis-Yankee Fork Ranger District and administered by the Middle Fork Ranger District. See Figure 1. The JMJP Wilderness lies entirely within Custer County.

The JMJP Wilderness defies the stereotype of "rocks and ice" wilderness. The mountainous terrain varies from gently rolling hills, flats, and benches of sagebrush and grasses around 6,000 feet to rugged slopes blanketed with fir and pine trees and elevations rising to over 10,000 feet. A number of peaks exceed 10,000 feet, including Jerry Peak, Sheep Mountain, and Bowery Peak.

The JMJP Wilderness provides quality habitat for ungulate species such as elk, mule deer, moose, mountain goat, bighorn sheep, and pronghorn antelope. The area also provides habitat and travel corridors for large carnivores such as wolverine and wolves. Greater sage-grouse are found on the expansive sagebrush slopes.

The JMJP Wilderness encompasses headwaters of the East Fork Salmon River which supports populations of bull trout, Chinook salmon, and steelhead trout. Various creeks provide important spawning and rearing habitats for a variety of anadromous and native fish. The salmon and steelhead migration from the Pacific Ocean represents one of the longest, highest-elevation salmon migration routes in the world. The cool melt water streams are the lifeblood of the area and also sustain native cutthroat and rainbow trout.

The area offers world-class backcountry experiences including hunting, fishing, hiking, wildlife viewing, backpacking, skiing, and horseback riding. Backcountry camping opportunities abound.

SCOPE OF THE WILDERNESS MANAGEMENT PLAN

This Wilderness Management Plan (WMP) provides the primary management direction for the JMJP Wilderness. Planning for wilderness is to apply the Wilderness Act, enabling legislation, agency policy and regulations into direction for a specific area. All four serve as sideboards while developing a wilderness plan. A WMP guides the preservation, management, and use of the wilderness to ensure that wilderness "is unimpaired for future use and enjoyment as wilderness" (Wilderness Act).

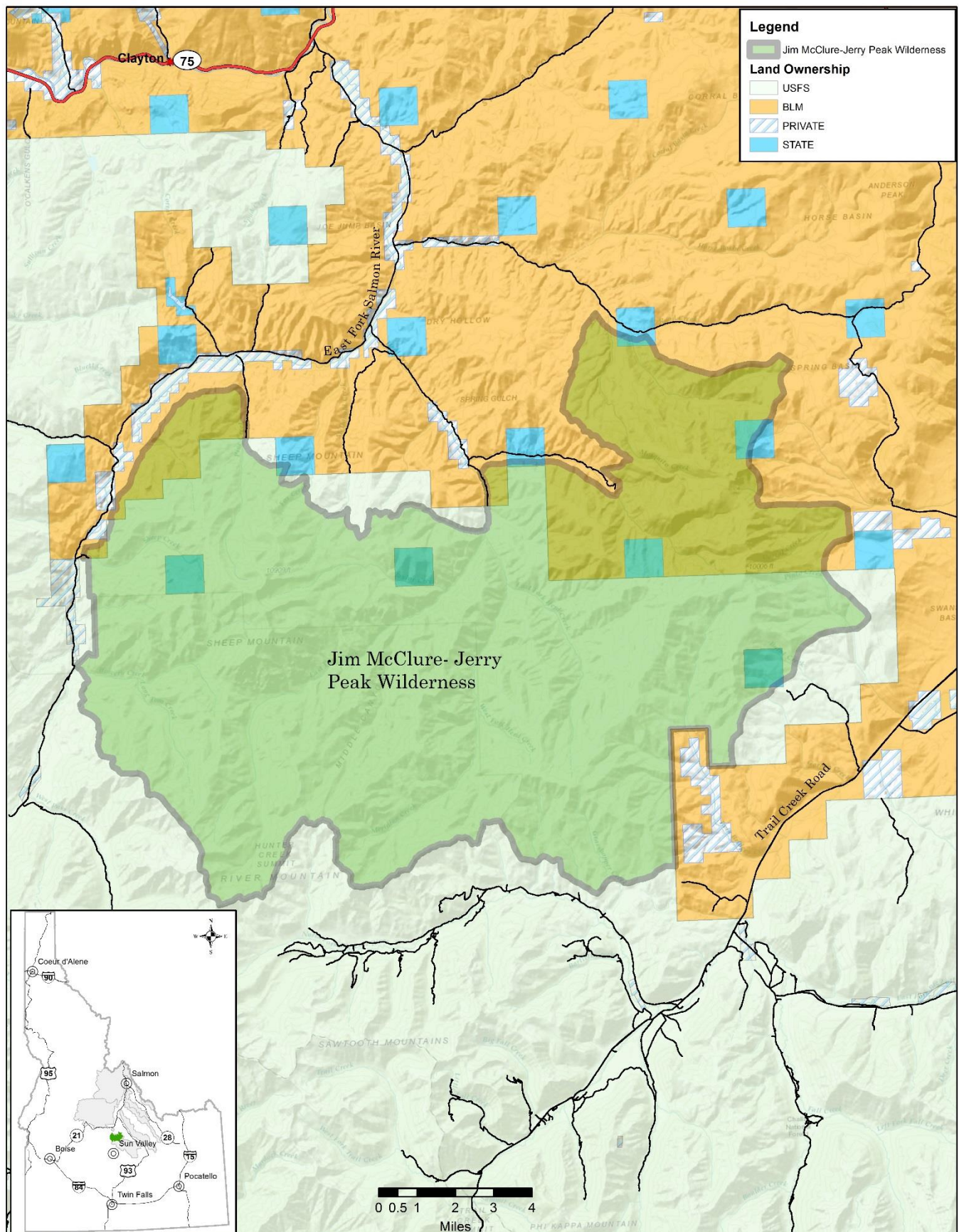


Figure 1: Overview Map of the JMJP Wilderness

The WMP contains current comprehensive description of the JMJP Wilderness and proposed management direction organized by resource. It defines an acceptable range of desired resource and social conditions.

PURPOSE OF AND NEED FOR THE WILDERNESS MANAGEMENT PLAN

The purpose of a WMP is to provide management direction for the preservation of wilderness character by identifying the conditions and opportunities that will be managed for within wilderness, creating specific guidelines for managing wilderness resources and activities. It identifies actions that will be implemented upon adoption of the WMP, and those that may be implemented in the future if changes in conditions occur.

Although wilderness character is a complex idea and is not explicitly defined in the Wilderness Act, the qualities of wilderness character are commonly described as:

- **Untrammeled**—Area is unhindered and free from intentional actions of modern human control or manipulation.
- **Natural**—Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.
- **Undeveloped**—Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.
- **Outstanding opportunities for solitude or a primitive and unconfined type of recreation**—Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.
- **Other Features of Value**—Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, where they are present they are part of that area's wilderness character, and must be protected as rigorously as any of the other four required qualities.

The need for the Proposed Action (the management plan) originates from the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* (P.L. 114-46), which under Sec. 102 Administration, states "(a) IN GENERAL.- Subject to valid existing rights, each wilderness area shall be administered by the Secretary in accordance with the Wilderness Act (16 U.S.C. 1131 et seq.)..." Additionally, P.L. 114-46 requires: "Not later than 3 years after the date of enactment of this Act, the Secretary of Agriculture and the Secretary of Interior shall collaboratively develop wilderness management plans for the wilderness areas."

CONSISTENCY WITH FS AND BLM LAND USE PLANS

Challis Forest Plan

This WMP complies with planning regulations (36 CFR 219.7), and will be incorporated into the Forest Plan.

Challis Resource Area Record of Decision and Resource Management Plan

This WMP direction applies to the BLM portion of the JMJP Wilderness and is consistent with the Challis Resource Management Plan (RMP; BLM, 1999). The Challis RMP includes direction for wilderness study areas (WSAs) released from wilderness consideration, and limited guidance regarding management of designated wilderness, including direction on: plan of operations for minerals activities (p. 88), withdraw from mineral entry and general land laws (p. 89), and incorporation of Minimum Impact Suppression Tactics Guidelines (p.104). The Idaho Falls District has proposed to revise current Land Use Plans for the

Challis, Salmon, and Upper Snake Field Offices into one RMP. The revised RMP will combine six existing planning areas, replacing three outdated RMPs and three outdated MFPs. A preparation plan has been prepared for this RMP and the schedule in the preparation plan calls for completion of the new RMP in 2022.

ISSUES RESOLVED BY POLICY

The following topics have been address by law or agency policy. They are not further discussed in this Plan.

Wilderness Designation – The JMJP Wilderness was designated through the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*. This Plan does not consider releasing the wilderness designation. The boundaries of the Wilderness were set through passage of the Act and are not open to review through this planning process.

Per the wilderness designation certain regulations apply, and are not discussed in detail in this document. See 36 CFR Part 261.18 - National Forest Wilderness and 43 CFR Part 6300 – Management of Designated Wilderness Areas.

Hunting and Fishing – Hunting, trapping and fishing regulations are written and enforced by the state as stated in the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*, Section 102 (g):

“Nothing in this title affects the jurisdiction of the state of Idaho with respect to the management of fish and wildlife on public land in the state, including the regulation of hunting, fishing, and trapping within the wilderness areas.”

Livestock Grazing and Allotment Management Plans - Grazing of livestock, where established prior to August 7, 2015, shall be administered in accordance with Section 4(d)(4) of the Wilderness Act, Section 102(e) of the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* and the grazing guidelines in House Report 96-617, and Appendix A of House Report 101-405 (See Appendix 5 of this document). Waiver and donation of grazing permits and leases, as identified in the designating legislation, is separate from this planning process.

Designation of wilderness does not affect grazing preference nor does it preclude the development of Allotment Management Plans. These items are administered according to the regulations in 36 CFR Part 222, and 43 CFR 4100. In accordance with existing FS and BLM policy, periodic interdisciplinary allotment evaluations assess ecological effects associated with livestock grazing to update grazing management on those allotments.

The designation of wilderness may affect some of the methods used to maintain range improvements, and this is discussed in this WMP.

Fort Bridger Treaty of July 3, 1868 - The Shoshone-Bannock Tribes have ancestral treaty rights to uses of the Salmon-Challis National Forest (SCNF) that includes the Wilderness. The relationship of the United States government with American Indian tribes is based on legal agreements between sovereign nations. The Fort Bridger Treaty of July 3, 1868, reserved the hunting, fishing, and gathering rights of tribal members on “all unoccupied lands of the United States so long as game is present thereon.” This right applies to all public domain lands reserved for National Forest purposes that are administered by the SCNF.

BEYOND THE SCOPE OF THIS PLAN

The following topics are addressed entirely or in more detail in other agency documents or plans.

Travel Management - Transportation and travel management of routes and designations outside of designated wilderness (e.g. routes that provide access to the Wilderness boundary, and/or occur within released WSAs) are outside the scope of this plan and would be addressed through separate travel management planning.

Invasive Weed Treatment – The SCNF completed the Forest-wide Invasive Plant Treatment EIS and ROD in July 2016. Treatment of invasive plant species within the JMJP Wilderness is discussed in those documents.

The BLM Challis Field Office is completing an Integrated Weed Management Program Environmental Assessment (EA). Anticipated completion of the EA is summer 2017. Treatment of invasive species is discussed in more detail in that document (DOI-BLM-ID-I040-2016-0001-EA).

WILDERNESS MANAGEMENT DIRECTION

INTRODUCTION

Wilderness management for the JMJP Wilderness is based on national and local wilderness goals, objectives and associated standards and guidelines, and wilderness-specific issues that were identified through internal and external scoping.

The public, stakeholders, the Nez Perce Tribe and Shoshone-Bannock Tribes were offered an opportunity to provide input during an early scoping period (July 25-August 25, 2016). During this early scoping period 32 letters were received. Comments generally fell into eight categories:

- Most Valued Features of the Wilderness
- Wilderness Management
- Recreation Management
- Outfitters and Guides
- Livestock Grazing
- Fire Management
- Wildlife Management
- Weed Management

Miscellaneous topics included law enforcement, search and rescue, visual resources and rehabilitation of human disturbances. These comments were considered in development of the following management guidance.

This WMP does not repeat guidance that is already contained in existing laws and policies (for example, the Wilderness Act, the Endangered Species Act or the Clean Water Act, and existing Federal Regulations). It does not describe the methods, the “how to,” or the schedule of implementing the direction, nor does it describe the day-to-day or operational actions to be carried out in the management of wilderness. The rate of implementation and management activities are dependent on the annual budgeting process. National Environmental Policy Act (NEPA) analysis will be conducted to support management decisions made at the site-specific level. All actions are supplemental to and consistent with wilderness laws, regulations and policies, which must be further consulted in the event of unforeseen issues.

GENERAL WILDERNESS MANAGEMENT DIRECTION

The Wilderness Act provides general direction for managing wilderness and protecting wilderness character. The Act states that wilderness areas “...secure, for the American people of present and future generations, the benefits of an enduring resource of wilderness...unimpaired for future use and enjoyment.” It further states that Congress intended to manage these wildernesses so that “...the earth and its community of life are untrammelled by man...” Wilderness is defined as “retaining its primeval character and influence...” and it “...appears to have been affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable; has outstanding opportunities for solitude or a primitive and unconfined type of recreation...” and “may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.”

The FS manages wilderness to meet five primary objectives, as outlined in the Recreation, Wilderness, and Related Resource Management planning manual (FSM 2320—Wilderness Management). The BLM is guided by four primary goals in management of wilderness, as defined in Appendix 1 of the BLM Manual 8561 for Wilderness Management Plans.

Wilderness

Background

The *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* designated the JMJP Wilderness on August 7, 2015. Prior to designation as Wilderness, all of the BLM managed portion was managed as the Jerry Peak and Jerry Peak West WSAs. The FS portion of the Wilderness was managed as the Boulder-White Clouds Roadless Area.

Untrammeled: Portions of the JMJP Wilderness have had some degree of human control or manipulation of the biophysical environment. Past activities, which have affected the untrammeled quality of the wilderness include prescribed burning, historic mining and grazing activities. More recently, trammeling actions include management of wildland fire and weeds, fish stocking, and livestock grazing.

Natural: The natural quality of these wilderness areas is largely intact. The varying elevations in the area provide important habitat for a wide array of fish and wildlife species. Vegetation ranges from mountain sagebrush to whitebark pine ecosystems. Some changes to the native vegetation composition have occurred in portions of the wilderness, including the introduction of non-native species and impacts from grazing.

Undeveloped: For the most part, these areas show few signs of permanent improvements and human habitation. Range developments include fences, developed springs, troughs and pipelines. Other developments, including a radio site on Sheep Mountain, abandoned or unauthorized vehicle routes, mining debris, historic cabins, and recreation-related developments such as trails, corrals, meat poles and campsite furniture are scattered across the Wilderness. Generally, these developments are few and far between when considering the vastness of the landscape. Emergency administrative authorizations for motorized/mechanized use occur for fire suppression and search and rescue. Unauthorized motorized and mechanized recreational uses occur into wilderness along the roaded boundaries.

Outstanding opportunities for solitude or a primitive and unconfined recreation: The JMJP Wilderness provides outstanding opportunities for solitude and primitive, unconfined recreation. The varying topography of the Wilderness and relatively few trails provide excellent opportunities for solitude. In addition, there is a range of recreational experiences to be found, including short day hikes, plentiful backpacking options, multi-day pack trips or off trail scrambles allowing for exploration and discovery.

Desired Condition

The Wilderness is managed to allow ecological processes to prevail, with little or no evidence of human influence or development. People visiting the JMJP Wilderness can find outstanding opportunities for solitude, and primitive and unconfined recreation, including exploration, solitude, risk, and challenge.

Goals

Preserve the untrammeled quality of wilderness character by exercising restraint on actions that manipulate any aspect of the wilderness unless such actions are necessary to preserve wilderness character as a whole or are necessary to accommodate compliance with other applicable laws.

Provide for the use and enjoyment of the Wilderness while maintaining outstanding opportunities for primitive recreation and solitude, through minimal visitor use regulations or developments.

Maintain or enhance the undeveloped and natural qualities of the Wilderness by removing unnecessary facilities and minimizing or restoring human-caused surface disturbances (in conformance with the Section 106 process).

All resources and uses within the Wilderness would be managed and coordinated in a manner that recognizes the interrelationships of these components and their effect on wilderness character.

Implement proposed actions as necessary to meet minimum requirements for the administration of the area as wilderness and to have the least impact to wilderness character.

Manage the FS and BLM portions of the JMJP Wilderness through a single management plan to provide a maximum amount of management consistency in wilderness protection across administrative boundaries.

Management Direction

Standards

The use of a Minimum Requirement Analysis (MRA) is required for any action that includes a prohibited use as described in Section 4(c) of the Wilderness Act, or for other actions that may impair wilderness character.

Existing structures, developments, and installations will be removed unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:

- a) Associated with valid existing rights,
- b) Authorized range developments; or
- c) Of historical or cultural value (in conformance with the Section 106 process).

Restoration activities in the Wilderness will rely on natural processes to maintain ecosystem functions, whenever possible. Where human activities have altered conditions, active management may be considered if it is determined through MRA to be the minimum necessary for the administration of the area for the purposes of the Wilderness Act.

Guidelines

If total traveling or campsite encounters increase by 10% or more, the agency will assess impacts and make a determination if future management actions are needed to maintain wilderness character (see Table 1: Monitoring Elements for Solitude below).

Where possible, management, including any regulation of visitor uses, will appear seamless to the public to minimize conflicting restrictions for visitors and to maximize stewardship of biophysical resources. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the plan will endeavor to apply the more strict policy to the adjacent land of the other agency.

The BLM and FS will assist one another in wilderness management activities, such as education and public outreach, emergency management, law enforcement, fire suppression and monitoring.

Monitoring

Information generated in monitoring wilderness conditions indicates 1) the current state of wilderness character; 2) how wilderness character is changing over time; 3) how stewardship actions are affecting wilderness character; and 4) what stewardship priorities and decisions would best preserve and sustain wilderness character. The agencies will follow the wilderness character monitoring framework identified in Keeping It Wild 2 (Landres et al, 2015; or most current), in addition to the most current agency-specific direction.

The JMJP Wilderness is currently one of 36 wilderness areas co-managed by more than one agency. The FS manages the majority of the JMJP Wilderness, and, therefore, the FS wilderness character monitoring protocols will be applied across the Wilderness. The FS will take the lead in reporting wilderness character trends and data.

Solitude monitoring will occur 2017-2021 to establish the baseline value for the following two indicators. Five years from establishing baseline, the following thresholds will be reviewed and if changes are considered appropriate, a FP amendment with public involvement will be necessary.

Table 1: Monitoring Elements for Solitude

Activity, Practice, Or Effect To Be Measured	Monitoring Question	Indicator*	Threshold	Measuring Frequency and Recommended Method	Report Period
Opportunities for solitude	Are impacts exceeding thresholds for solitude?	1) Traveling encounters: people per day* on trails 2) Camp Encounters: Average number of other occupied sites visible from occupied site	10%	Annually during routine patrols utilizing the solitude and campsite monitoring schedule.	5 years

* A day is an eight hour period.

Management Actions

Management actions for the preservation of wilderness character may utilize management actions described in the following resources, in conformance with a site-specific MRA, and NEPA analysis, as necessary.

Soil, Water, Air, Riparian Resources

Background

Elevations range from about 6,160 feet along the Herd Creek drainage to several peaks over 10,000 feet including: Sheep Mountain (10,909 feet), Bowery Peak (10,856 feet) and Jerry Peak (10,010 feet). The wilderness comprises portions of the following five watersheds: Middle East Fork Salmon River, Upper East Fork Salmon River, Herd Creek, North Fork Big Lost River, and Headwaters Big Lost.

The landscape is comprised of volcanic rocks underlain by Paleozoic sedimentary rocks. This landscape has been eroded, and deposition in the valleys has occurred with a cycle of climate changes through the Cenozoic Era, ending with a series of ice ages. Today the landscape is responding to the current climate, which is warmer and drier than that of the glacial period.

The Challis Volcanics are the dominant rocks in the JMJP Wilderness and give rise to the expansive, wide open hills with rocky peaks and green strips in the river valleys. The shape of the hills and valleys are the result of millions of years of erosion and deposition.

Surface water flows are typical of a snow-melt dominated system. Peak flows occur in May or early June, with base flows during winter. Localized thunderstorms produce short increases in summer flows, but are not as large as snow-melt flows.

There are two types of groundwater in the JMJP Wilderness: 1) groundwater contained in the floodplain alluvium and terraces along main stream channels and 2) groundwater emerging from the Challis Volcanics. Aquifers are primarily recharged by infiltration of precipitation in the landscape, with smaller

additions from streams, lakes, and interaquifer flow. Generally, higher elevation stream reaches recharge groundwater and lower reaches discharge groundwater.

There are 106 decreed stockwater rights within the FS portion of the Wilderness totaling 2.97cfs. All but one of these rights are held by the United States of America through the United States Department of Agriculture to support livestock grazing on National Forest lands. There is also a minimum stream flow water right held by the state of Idaho on Herd Creek that varies by month from 9-91cfs, peaking in June with high flows.

The BLM portion of the Wilderness contains 224 decreed stockwater rights totaling 4.3 cfs. All rights were developed to support livestock grazing and are held by the United States of America through the United States Department of Interior. Downstream water uses include irrigation, stockwater, and salmonid spawning and rearing.

The Wilderness is located within in a state designated Class II airshed regulated by the Environmental Protection Agency as required by the federal Clean Air Act. Air quality is generally excellent with limited upwind large stationary local emission sources and periodic robust wind dispersion. The JMJP Wilderness is subject to long distance transport emissions from sources to the west in Oregon and Washington. Existing sources of emissions in the Wilderness includes dust from trails during dry conditions and smoke emissions from wildfires, wildland fire use, and prescribed burns. Adjacent area sources are primarily occasional construction equipment, vehicles, road dust, residential wood burning, wood fires, and smoke from logging emissions slash disposal, prescribed burns, and wildfires. Local emission levels are low due to the sparsely populated area and vast areas for dispersion. The entire Wilderness is considered to be in attainment by the Idaho Department of Environmental Quality.

Desired Condition

The conditions of the soil and water resource within the Wilderness continue to be affected by natural processes and allowed to change the landscape without human intervention. Unnatural or human-caused effects on soil and water will not significantly impair the ability of soils to support naturally occurring vegetation communities or degrade water quality.

Air quality will remain generally excellent. Visitors to the Wilderness will continue to have the opportunity to experience clean air and spectacular vistas in a natural setting, while recognizing that those vistas may be affected periodically from smoke from management actions or wildfires.

Goals

Natural forces shape the soil and water resource while allowing for permitted and existing water developments to continue.

Maintain soil quality and long-term soil productivity by maintaining soil porosity, organic matter, hydrologic function (infiltration, water table, drainage, percolation, etc.), and buffering capacity (soil filtering and chemical regulation properties).

Soils around lakes, rivers, creeks, meadows, and bogs are maintained in a natural condition. Management action is taken to reduce or eliminate degradation of soil resources, such as soil compaction and detrimental disturbance from human-caused activities or livestock grazing.

Water quality is protected from human-caused degradation in order to preserve the natural and untrammelled qualities of the Wilderness. Maintain water quality and ecological significance that meets or exceeds criteria for state designated beneficial uses.

Ensure that the air quality over the Wilderness is protected from pollution in excess of established standards.

Meet federal and state ambient air quality and visibility standards and other applicable air quality direction.

Manage smoke, while achieving wilderness management objectives, to provide for desirable air quality and visibility.

Management Direction

Standards

Comply with federal, state, and local requirements related to the Clean Air Act. This includes, but is not limited to, participating in the state's Smoke Management Programs, and following state Implementation Plans.

Guidelines

Manage dispersed campsites and recreation activities to prevent them from expanding or deteriorating beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed.

Maintain or improve existing water quality levels by preventing new human-caused impacts.

Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result.

Identify Wilderness Air Quality Values in an Air Quality Management Plan.

Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration standards.

Monitoring

No Wilderness-specific monitoring identified beyond that established in policy or regulation.

Management Actions

If human activities are contributing to a loss of soil integrity or degradation of water quality, management actions would be implemented as appropriate to the cause.

Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases and direct methods may be needed to protect wilderness character.

Vegetation and Botanical Resources

Background

Plant communities in the JMJP Wilderness vary greatly from high altitude alpine vegetation in areas like Jerry Peak, Bowery Peak, Meridian Peak and Sheep Mountain to lower sagebrush steppe ecosystems in the Herd Creek drainage. Conifers in the alpine environments include sub-alpine fir and ancient whitebark pine and limber pine. Short statured grasses, sedges, forbs and shrubs are generally found in these harsh habitats above 9,000'. Mid-elevation upland habitats are dominated by Douglas fir, lodgepole pine, mountain big sagebrush, aspen, bluebunch wheatgrass, Idaho fescue, and numerous forb species. Riparian communities are dominated by sedges, rushes, willow, Engelmann spruce, aspen and currant, as well as other mesic and hydric grasses forbs and shrubs. Aspen is present in pure stands

and mixed with Douglas-fir. However, many stands are dying out or being replaced by encroaching conifers because of fire exclusion. Many whitebark pine and lodgepole pine stands have been impacted by the 2000-2011 mountain pine beetle epidemic. Other insect agents are present on the landscape including Douglas fir beetle and Western spruce budworm, which have damaged many mature stands of Douglas fir.

The most dominant vegetation type on the 94,974 acres of NFS land is mountain big sage at 35% of the total land area. All of the sage types equal 43% of the land area. Douglas fir is the second largest category at 27% of the land area. All conifer categories together encompass 46% of the Wilderness. This typifies the vegetation in the mid to upper elevations of JMJP Wilderness with large open expanses of sagebrush typically on the south slopes with large pockets of conifers on the north slopes. There are ten vegetation categories that are 1% or less of the land area. Some of these small categories include water, aspen, mountain mahogany and Wyoming big sage. Barren, rocky sites or areas of sparse vegetation comprises 5% of the area.

The BLM portion of JMJP Wilderness comprises of 25,599 acres. The vegetation in the lower to mid-elevation regions of the Wilderness is typically large expanses of sagebrush and grass interspersed with pockets of trees, predominately on northern slopes. Specifically, the dominant vegetation type is mountain big sage and Idaho fescue (48%). All the sagebrush/grass types comprise 67% of the landscape. There are 157 acres with no vegetation (e.g. rock, rubble or water). The remaining acres are divided into 12 vegetation types.

No federally listed plant species are known to occur in the area, but whitebark pine, an Endangered Species Act (ESA) candidate species, occurs in high-elevation areas throughout the Wilderness. White Cloud milkvetch, a current FS Region 4 Sensitive species, is found in this area. Other Forest-designated sensitive species that are present or could be found include: Lost River milkvetch, seaside sedge, Douglas' biscuitroot, Welsh buckwheat, Challis crazyweed, and wavy-leaf thelypody. BLM Special Status Species known to occur within the Wilderness or in close proximity include: wavy-leaf thelypody, Challis milkvetch, Challis crazyweed, Lemhi milkvetch, and marsh felwort. Several of these plant species are endemic to the area, occurring nowhere else in the world. (See Appendix 1 for common and scientific names.)

Desired Condition

Intact native plant communities are present to facilitate and support healthy watersheds, diverse wildlife communities, and productive soils.

Alpine habitats have a natural abundance and distribution of perennial vegetation communities (i.e. cushion plants, grasses and sedges forming sod-like mats). Species composition has not been altered substantially to include a dominance of non-native, annual plant species. The entire area continues to support a diverse, intact native plant community.

Goals

Preserve the natural quality of wilderness character by maintaining native plant communities, particularly viable populations of rare and sensitive species. Provide a level of protection that allows natural processes that shape native plant communities to occur over time within the Wilderness.

Management Direction

Standard

Management of non-native pathogens, insects or diseases (e.g. white pine blister rust) will be evaluated through the MRA process.

Guidelines

Minimize impacts to whitebark pine, such as those from fire suppression tactics, livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance.

Conduct trail maintenance and construction with the least amount of impact on habitats for rare and sensitive plant species.

Allow natural processes to occur in the Wilderness, such as native plant pathogens, insects or disease.

Control or eradicate noxious and nonnative invasive plant species to the extent possible within occupied and potential sensitive plant species habitat while having the least impact on wilderness character.

Monitoring

No wilderness-specific vegetation monitoring is proposed. Standard monitoring procedures are applied regardless of wilderness designation. Monitoring sites (marked with re-bar) have been established prior to wilderness designation and will continue to be monitored.

Management Actions

When monitoring shows that wilderness character or plant populations are being degraded, apply management actions based on the causal factor as described under other resource sections within this document. For example, impacts from recreational uses would be managed as described in the recreation section.

Noxious and Non-Native Invasive Weed Management

Background

The JMJP Wilderness contains large, contiguous, intact, native plant communities. While the area is generally pristine, there is potential for invasion and expansion of non-native invasive species. Currently most known infestations of terrestrial invasive plants within the Wilderness occur in areas of human disturbance. These disturbances are related to a variety of land use practices including, but not limited to: historic road construction, trail construction and maintenance, unauthorized motorized and non-motorized trail construction, commercial livestock grazing, recreational livestock grazing (pack stock), dispersed camping, fire (prescribed and wildfire) and range improvements. There are currently no known infestations of aquatic invasive species within or adjacent to the Wilderness.

Idaho-listed noxious weeds known to occur within one mile of the Wilderness boundary are: spotted knapweed, Canada thistle, black henbane, whitetop, yellow toadflax, hounds-tongue and leafy spurge. Other invasive species of concern, not currently on the noxious weed list that are capable of displacing native vegetation and degrading wilderness character are: cheatgrass, annual mustards, Russian thistle, halogeton, and kochia. (See Appendix 1 for common and scientific names.) A noxious weed is a subset of the broader invasive plants category. Noxious weeds, as designated by the Idaho State Department of Agriculture under Idaho Code Title 22 Chapter 24 are given priority for response and treatment.

The BLM and FS have utilized an integrated approach to invasive species management in this area prior to wilderness designation. This includes chemical, manual, mechanical, and biological control methods. An MRA will be used to determine the most appropriate methods and level of control within the Wilderness. Biological Control agents (insects) have been released in the past within the JMJP Wilderness to control larger infestations in areas where chemical control isn't feasible.

Desired Condition

The Wilderness is maintained as free from non-native invasive species as possible.

Intact natural ecosystems free of invasive species, which facilitate and support healthy native plant communities, watersheds, diverse wildlife communities, and productive soils.

Goals

Minimize the impacts of invasive species on the JMJP Wilderness, its natural systems and its visitors.

Maintain native plant distribution and abundance through the reduction of noxious and non-native invasive species in an effort to retain the areas' natural quality.

Management Direction

Standards

On FS land, pesticide and herbicide use will comply with the design criteria identified in the SCNF Invasive Plant Treatment ROD (2016), or most current direction, as well as associated consultation documents from the regulatory agencies and require, as appropriate, a Pesticide Use Proposal approved by the Regional Forester. The primary methods of control shall use non-motorized, non-mechanized means, such as hand pulling and herbicide application using backpack sprayers. The use of different treatment methods will be analyzed further through an MRA.

On BLM land, invasive plant treatments within designated wilderness would follow the direction contained in BLM Manual 6340—Management of Designated Wilderness Areas, as well as BLM Challis-Salmon Integrated Weed Control Program EA (March, 2009; or most current) and the forthcoming Challis BLM Integrated Weed Management Program EA. These applications will undergo the MRA process as described in BLM Manual 6340. A Pesticide Use Proposal, signed by the Field Manager, state weeds coordinator, and the Associate State Director.

Use of biological control agents in the Wilderness shall be analyzed through the MRA process and will be utilized in a manner that would not impair wilderness character.

Enforce the use of certified noxious weed free hay and straw entering the Wilderness as well as public lands adjacent to the Wilderness.

Proposals for reseeding or revegetation would be evaluated through an MRA.

Guidelines

Treat areas for noxious and non-native species focusing on early detection and rapid response, as monitoring and visitor use mandates.

Allow for flexibility in management decisions, recognizing removal using hand tools may be ineffective on some species, may result in greater ground disturbance and visual impacts, and be detrimental to sensitive plant species near or adjacent to the targeted weed species.

Work in close coordination with cooperating agencies within the Custer Cooperative Weed Management Area.

Monitoring

Monitoring is an integral part of any adaptive, integrated pest management program. Monitoring addresses prevention, early detection rapid response, treatment, and restoration efforts, and informs future decision-making and strategy. Post-treatment reviews of monitoring data would occur on a sample basis to determine whether treatments were effective, the type and extent of damage which

may have occurred to non-target species, whether design criteria were applied correctly, and if recovery occurred as expected. Retreatment and active rehabilitation or restoration prescriptions would be developed, as needed, based on post-treatment results. Changes in treatment methods would occur based on effectiveness of treating the invasive species infestations.

Inventory and treatment of invasive species would be emphasized at vectors of seed dispersal, such as at all portals into the Wilderness (roads, trails, trailheads, corrals, etc.). Additional monitoring and management actions are detailed in agency-specific invasive plant documents.

Management Actions

For any ground disturbing activities, develop measures to mitigate the potential for the spread or introduction of invasive species.

Place emphasis on controlling small infestations with the potential to spread and displace native species before they become established.

Wildlife and Fisheries Resources

Background

The JMJP Wilderness provides quality habitat for ungulate species such as elk, mule deer, moose, mountain goat, bighorn sheep, and pronghorn antelope, as well as abundant big game hunting opportunities. The area provides habitat and travel corridors for large carnivores such as wolverine and wolves. The Greater Sage-grouse Record of Decision identified important habitat for sage-grouse within the Wilderness boundaries (USFS 2015 and BLM 2015). (See Appendix 1 for common and scientific names.)

Steelhead, Chinook salmon, and bull trout have designated habitat and presence within the area. Bowery, Long Tom, East Pass, Herd, West Fork Herd, East Fork Herd, Meridian, and Taylor Creeks are designated as critical habitat for one or more of these ESA-listed fish species. Herd Lake is the only stocked lake in the Wilderness and it has been stocked with rainbow trout and tiger muskellunge as recently as 2013.

Wildlife management activities for the FS are guided by the Wilderness Act, the Challis Forest Plan (current), the Challis Forest Plan (revised), state and federal laws, and MOUs with other agencies such as the U.S. Fish and Wildlife Service, Animal and Plant Health Inspection Services (APHIS), and Idaho Department of Fish and Game. For the BLM, wildlife management is conducted in accordance with state and federal laws, annual work plans developed between APHIS and Idaho Falls District, and the Challis RMP.

The document “Policies and Guidelines for Fish and Wildlife Management in National Forest and BLM Wilderness” (USFS, BLM, and Association of Fish and Wildlife Agencies (AFWA) 2006) serves as a framework for enhanced cooperation between state fish and wildlife agencies, the FS, and BLM for fish and wildlife management in wilderness. Guidelines identified in this document would be followed for the purposes of managing the JMJP Wilderness for activities including (but not limited to): use of motorized equipment, application of pesticides, fish and wildlife research and management surveys, facility development and habitat alteration, threatened and endangered species, population sampling, fish stocking, wildlife damage control, and visitor management to conserve wilderness wildlife resources.

Desired Condition

High-quality habitat that supports healthy, viable, and naturally distributed fish and wildlife populations in a manner that preserves wilderness character.

Goals

Allow natural processes to be the primary factor determining the diversity of wildlife and fish species and their habitats.

Wildlife management activities are implemented to prevent degradation of wilderness character by promoting healthy, viable, and more naturally distributed wildlife populations and/or their habitats.

Protect indigenous wildlife from human-caused impacts that could lead to Federal Endangered Species Act listing as a threatened, endangered, proposed, or candidate species or as Regional Forester sensitive species, BLM special status species, or Forest-level species of conservation concern.

Protect and assist in the recovery of ESA-listed species and their habitats.

Management Direction

Standards

Angling, hunting, and trapping in wilderness shall be subject to applicable state and federal laws and regulations.

Recovery plans for federally listed species will govern management activities that may affect those species; restrictions on recreation and other uses may be necessary.

Any activity in Wilderness for wildlife or fish management activities, such as population sampling, wildlife relocation, research, fish stocking, or retrieval of tracking devices, that would involve uses generally prohibited under Section 4(c) of the Wilderness Act shall only be authorized by the Federal administering agency with an MRA. Review and approval must be made in accordance with FSM 2326 and BLM Manual 6340 (1.6.B).

The Forest shall consult with the NMFS and Fish and Wildlife Service as needed, and appropriate, to comply with consultation requirements under the Endangered Species Act and Magnuson-Stevens Act.

Resource objectives, management standards, use indicators, and other management criteria developed during ESA consultation with regulatory agencies (USFWS, NMFS) for ongoing activities in the JMJP Wilderness will be followed.

Activities carried out by APHIS on NFS lands will be in conformance with all applicable laws and policies, including the Wilderness Act, and with the Challis Forest Plan (MOU No. 04-MU-11132422-061, or most current). Activities on BLM lands carried out by APHIS will be guided by annual work plans developed between APHIS and Idaho Falls District, and in conformance with all applicable laws, including the Wilderness Act, policies, regulations, and the Challis RMP.

Guidelines

Work cooperatively with Idaho Department of Fish and Game regarding their fish and wildlife management programs, including fish stocking, to assure the agreements and direction of the AFWA are followed.

Monitoring

Wildlife and fish monitoring efforts such as redd surveys, big game population estimates, and carnivore surveys in and adjacent to the JMJP Wilderness are on-going and will continue. The MRA process will be applied as necessary.

Management Actions

Specific written approval or permits from the federal administering agency will be obtained before erecting any structure or installation, or using a prohibited use for research, management studies, or surveys.

Recreation

This Recreation section includes several sub-sections: Trails, Camping and Campfires, Recreational Horse and Stock Use, and Signs.

Background

The JMJP Wilderness provides outstanding solitude and primitive recreation opportunities. Dispersed recreational activities occur throughout the area, and include backpacking, stock packing, hunting, fishing, hiking, horseback riding, wildlife viewing, photography, skiing and mountaineering. The Wilderness is in Idaho Fish and Game Management Units 36A and 50. The peak season for visitation in the JMJP Wilderness is hunting season (September – November).

Desired Condition

The JMJP Wilderness provides exceptional opportunities for solitude, and an environment predominately free from the evidence of human activities. Encounters with other visitors while traveling or camping are infrequent. The Wilderness setting offers the highest degree of challenge, self-reliance, and risk. High quality, primitive recreational opportunities are provided without degrading the natural quality, including soil, water, vegetation, riparian, wildlife and aquatic resources.

Goals

Provide for the use and enjoyment of the Wilderness while maintaining outstanding opportunities for primitive and unconfined recreation and solitude through minimal visitor use regulations and minimal developments.

Manage the Wilderness to allow for recreation use at levels that are ecologically sustainable.

Provide for a range of primitive recreational and solitude opportunities across the Wilderness landscape.

In areas of concentrated use, ensure that impacts do not expand or enlarge spatially.

Manage the majority of the Wilderness at a low density of recreational use ensuring the highest quality of wilderness character.

Prevent unauthorized motorized and mechanized vehicle travel in the Wilderness.

Evaluate and incorporate methods to help prevent weed establishment and spread from recreation and trail use.

Management Direction

Standards

Limit group size to a maximum of 12 people. Affiliated visitor groups, creating a group of more than 12 people, are not allowed to come into contact with one another, nor within a range of one air mile of each other.

A group being in the area with a combined number of pack and saddle stock in excess of 20 head of stock is prohibited. Affiliated stock groups, which exceed 20 head in a group, are not allowed to come into contact with one another, nor within a range of one air mile of each other.

Shortcutting trail switchbacks on foot or with pack and saddle stock is prohibited.

Refuse and inorganic waste is required to be removed from wilderness.

Recreation facilities will not be provided unless they are to correct continuing resource impacts, and if approved through an MRA.

Dogs are allowed and must be under the owner's control.

Guidelines

In areas of concentrated use, identify durable campsites and encourage visitors to use these sites.

Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue.

General recreation opportunities are encouraged to the extent they are not inconsistent with preservation of wilderness character.

Prevent wildlife encounters by emphasizing proper food (and other animal attractants) storage and containment.

Monitoring

Continue to monitor recreational use to further understand the correlation between use levels, resource impacts and effects on wilderness character, including opportunities for solitude, and the undeveloped quality. See Monitoring sections under Wilderness (above), Trails, and Camping and Campfires (below).

Management Actions

Actions for managing recreational use fall into one of three categories: education, engineering and enforcement. Information and education are most commonly employed to modify visitor behavior, adjust visitor attitudes and expectations, and alter the spatial and temporal distribution of use. Common examples include the "Leave No Trace" program, signs, and visitor contacts. Engineering includes site design, construction and maintenance; for example, providing, removing or relocating facilities (campsites, trails), or using vegetation or other physical barriers to direct visitor use. Regulations with enforcement can be used to implement all management strategies. Examples include restricting or prohibiting access to specific locations, access at particular times, certain types of behavior, particular activities, equipment or modes of travel, length of stay, and group size. For more information see the Visitor Use Management Framework (Interagency Visitor Use Management Council 2016).

Indirect methods (e.g. education) for managing recreational use are preferred, with exceptions for ensuring impacts are contained and do not persist. Management actions would include direct, on-site actions and site-specific regulations for unusual cases where indirect methods are unsuccessful.

Currently, visitor use patterns and impacts do not indicate that there is a need to implement a visitor use permit system to protect wilderness character. Managers will continue to monitor visitor impacts to wilderness character and the physical resource to determine if additional management actions, such as a wilderness permit system, may be required in the future.

To prevent noxious and non-native, invasive weed establishment and spread from recreation and trail use, consider implementing:

- a) Annual weed inspection and treatment of trailheads and other high-use areas.
- b) Posting educational notices at trailheads or other locations outside wilderness to inform the public of areas that are susceptible to weed invasion and measures they can take to help prevent weed establishment and spread.

Trails

Background

There are approximately 79 miles of trail within the JMJP Wilderness ranging from minimally developed Class 1 trails to more developed Class 3 trails, providing a variety of wilderness trail opportunities (for trail standards see USFS 2008). Additionally, the Wilderness provides extensive opportunities for off-trail exploration, challenge, risk and solitude. For additional information on trails, please refer to Appendix 2 for trail condition classes, mileages and a map.

Desired Condition

Trails and routes are managed, as necessary, to prevent resource damage and to minimize proliferation of user-developed routes.

Goals

Maintain system trails, including proposed additions to the system, to a minimum standard to protect wilderness character.

Management Direction

Standards

Use trail classifications for FS and BLM and maintain trails to the established standard.

Provide for user safety by removing trails from the FS trail inventory and map that are not present on the ground. Do not construct new trails in the Wilderness, unless trails are determined to be the minimum necessary to protect wilderness character.

Guideline

User-developed routes (i.e. unauthorized trails): If total miles of user-developed routes increases by more than 5%, assess impacts and make determinations if future management actions are needed to preserve wilderness character (See Table 2: Monitoring Element for User-developed Routes below).

Ensure trails comply with wilderness-appropriate standards.

Monitoring

Monitoring for the user-developed routes indicator will occur in 2017 and 2018 to establish baseline data.

Table 2: Monitoring Element for User-developed Routes

Activity, Practice, Or Effect To Be Measured	Monitoring Question	Indicator	Threshold	Measuring Frequency and Recommended Method	Report Period
User-developed routes	Are impacts exceeding thresholds for user-developed routes?	Total miles of user-developed routes	5%	Annually during routine patrols.	5 years

Monitoring

Monitoring for new social trails would specifically occur in high use areas, such as near trailheads, campsites, and at popular destinations.

Management Actions

Remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from the FS Trail Inventory. Add the Middle East Pass Creek Trail to the FS Trail Inventory (See Appendix 2 for more information).

Rehabilitate the pre-existing road leading to Upper Lake Creek Campground to a wilderness appropriate trail (e.g. Class 3). (Also see the Structures, Installations and Other Human Effects or Disturbances section below for more detail on the Upper Lake Creek Campground.) This will include (but is not be limited to): the removal of existing culverts within the roadbed, reducing foot print of existing road, retreading road to wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed.

If monitoring threshold for user-developed routes is met, or exceed, management actions that may be applied are described under the Recreation section above, or in the Structures, Installations and Other Human Effects or Disturbances section below.

Camping and Campfires

Background

Campsites were established in the Wilderness prior to designation. Many of these campsites include fire rings made of natural material, such as rocks. The environmental setting of lower elevation, forested topography accommodates campfires. Some campsites include installations, such as camp furniture (tables, chairs), corrals, meat poles, and metal fire rings. Campsite conditions vary from significantly impacted to minimally impacted, but with impacts that persist year to year.

Desired Condition

Campsites density is low, and quantity is sufficient to accommodate use. Campsites show minimal impact allowing natural processes to take place.

Impacts from campfires are minimized and avoid sensitive areas, such as riparian areas or cultural resources.

Sanitation and trash issues associated with recreational use are minimized.

Goals

Camping occurs within the JMJP Wilderness and is managed to minimize impacts to natural resources and other visitors.

*Management Direction**Standards*

Camping is allowed. Occupying a campsite will be allowed for up to 14 days (BLM Regulation: ID-913-02-4740-04).

Remove and/or naturalize non-historic structures within camp areas as they are identified.

No live trees, including white bark pine, are to be cut for fuel wood (36 CFR 261.6; 43 CFR Part 6302.20). Collection of dead and downed wood is acceptable.

Require human waste to be deposited and covered at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails.

Reduce existing fire rings to three feet or less in diameter, and ensure fire rings are made of natural materials. No new fire rings are to be constructed.

Refuse and inorganic waste is required to be removed from wilderness.

Guideline

If average campsite condition impact score increases by 5% or more, assess impacts and make determinations if future management actions are needed to maintain wilderness character (See Table 3: Monitoring Element for Campsite below).

Monitoring

Monitoring for user-created installations or structures associated with campsites would occur during routine wilderness patrols, and would be removed or deconstructed when found.

The FS campsite monitoring protocols (2016, or more current) would be applied across the JMJP Wilderness to determine campsite conditions (see Appendix 3 for more information on campsite monitoring protocols). Monitoring will occur in 2017 and 2018 to determine current conditions.

Table 3: Monitoring Element for Campsite

Activity, Practice, Or Effect To Be Measured	Monitoring Question	Indicator	Threshold	Measuring Frequency and Recommended Method	Report Period
Campsite impacts	Are impacts exceeding thresholds in campsites?	Average Campsite Condition	5% increase in average campsite condition class	Every 5 years during routine patrols utilizing the solitude and campsite monitoring schedule.	5 years

Management Actions

No permits are currently required for overnight camping; however, a permit system may be implemented if monitoring indicates impacts to resources or impacts to wilderness character are occurring.

At this time, campfires do not present a resource concern requiring restrictions.

When the campsite condition threshold is met or exceeded, additional management actions would be considered and may include, but are not limited to:

- a) Make campsites less appealing or accessible. Remove fire rings and other evidence of human use. Rehabilitate campsites. (See the section on Structures, Installations and Other Human Effects or Disturbances for more information.)
- b) Increase education at trailheads or portals with techniques such as: posting restoration information, encouraging visitors to avoid campsites undergoing restoration, or suggesting alternative camping locations (also see Wilderness Education and Interpretation section).
- c) Implement site closures, and inform the public by posting notices on portals and at administrative sites.
- d) Establish overnight stay limits at sites.
- e) Designate specific campsites for stock use.
- f) Further limit the number of stock allowed when camping overnight.
- g) Prohibit overnight grazing of pack and saddle stock.
- h) Prohibit use of stock where warranted.

Recreational Horse and Stock Use

Background

Stock use is a traditional activity on this land and has long history of use throughout the JMJP Wilderness. This traditional use of wilderness is a symbol of the landscape and is associated with hunting and grazing activities. Recreational stock use, mainly horses and mules, occurs throughout the Wilderness, but tend to concentrate on the developed trails.

Desired Future Condition

Recreational stock use is recognized and allowed with minimal impacts to wilderness character.

Goals

The wilderness is used by riders and those using pack stock in a manner that leaves it unimpaired for future use and enjoyment as wilderness.

Management Direction

Standards

A group being in the area with a combined number of pack and saddle stock in excess of 20 head of stock is prohibited. Affiliated stock groups, which exceed 20 head in a group, are not allowed to come into contact with one another, nor within a range of one air mile of each other.

Pack or saddle stock must be ridden, led, or under control and are not permitted to run loose on trails or travel routes.

Locate pack and saddle stock facilities at least 200 feet from lakes and streams, where terrain allows.

Pad high lines to minimize tree damage.

Require the use of weed-free feed or pellets for stock animals (FS Order Number 04-00-097; BLM Supplementary Rule ID-913-02-4740-04) and in accordance with other FS and BLM policies and closure orders.

Guidelines

Discourage tying of stock to trees for more than two hours.

Encourage use of temporary stock containment systems.

Monitoring

Implement monitoring as described in the Wilderness, Trails, and Camping and Campfires sections.

Management Actions

At this time, there is no indication that additional limits or restricts on stock use, beyond the group size limitation, or other stock types.

Refer to the sections on Recreation, and Camping and Campfires for management actions that may be implemented if overuse is occurring.

Signs

Background

Few signs exist currently within the Wilderness. Since designation, wilderness boundary signs have been limitedly installed. The trail system within the JMJP Wilderness is not complex; therefore, few trail signs are needed.

Desired Condition

Signage will remain minimal to preserve wilderness character. Signs may be provided within wilderness in rare cases, such as for resource protection.

Goals

To preserve self-reliance, few signs are provided in wilderness.

Signs installed at trailheads provide sufficient wilderness education, regulation and restriction information.

Management Direction

Standards

No destination signs will be provided.

No interpretive signs be provided within wilderness.

Resource protection signage for sensitive and/or damaged areas may be installed if approved through an MRA.

Place wilderness boundary signs at known access points, such as along trails, in drainages and at passes.

Guidelines

Information signs or kiosks containing wilderness and natural resource interpretive information and interagency information may be placed at trailhead parking areas outside of the Wilderness.

At designated trail junctions, provide the minimum amount of signs necessary for either the routing or location of the traveler or the protection of the wilderness resource.

Monitoring

Monitor for missing, damaged, or vandalized signs in conjunction with regular wilderness patrols.

Management Actions

Within the Wilderness, signs will be made of native material (e.g. wood, rock), a maximum of five feet high, and will be constructed in accordance with sign policy. Remove or replace all existing signs not in conformance with these standards and as necessary to protect resource values and wilderness character.

Cultural Resources and Tribal Governments

Background

The cultural resources of the JMJP are not well known. Only a few cultural resource surveys have been conducted in the area and 52 sites and isolates have been documented in the Wilderness on both NFS and BLM lands. However, for thousands of years prehistoric American Indians occupied the south central portions of Idaho including the present day JMJP Wilderness. Archaeological evidence in this region suggests that ancient peoples hunted and gathered in the area for more than 12,000 years. In historic times the Shoshone-Bannock Tribes are known to have been the primary American Indian tribe of the area.

Rossillon (1982) and Matz (1995) identify a number of themes important to the history and prehistory of the SCNF. These themes can be utilized to understand and ultimately manage cultural resources within the JMJP Wilderness. Identified themes include: Native American Utilization and Occupation, Early Euro-American Exploration, Mining, Transportation, Agriculture and Ranching, Forest Service Administration, the Civilian Conservation Corps, and Recreation. Native American Tribes are known to utilize the tributaries of the Salmon River for habitation, resource procurement and as travel corridors.

Prehistoric cultural resources may include abandoned Indian villages, camps, rockshelters, cave, pictographs, vision quest sites, hunting blinds, traps, lithic procurement sources and workshops, human burials and cambium peeled trees. Historic cultural resources may include standing buildings and ruins depicting the ranching and homesteading period, burials, and mining related structures, features and ruins. Historic FS and BLM administrative sites, roads, trails and installations, if present, are part of the cultural history of the Wilderness.

Desired Condition

The FS Handbook for Cultural Resources states that the desired condition should identify those cultural resource attributes and conditions toward which forest and grassland management will be directed during the plan period (FSH 2309.12.22.1). The desired condition of heritage resources within the JMJP Wilderness is for cultural resources to be managed (i.e., inventoried, monitored, protected and preserved) consistent with law, regulation and policy for the public benefit and knowledge while enhancing the wilderness experience. Unique and non-renewable historic properties (i.e., sites listed on or eligible for National Register of Historic Places (NRHP) listing) within the JMJP Wilderness are documented to appropriate standard. Sacred sites and traditional cultural properties are recognized and respected as integral components of the Wilderness.

Goals

Cultural resource values are protected and managed within the JMJP Wilderness to meet the requirements of the National Historic Preservation Act (NHPA), the Archaeological Resources Protection Act (ARPA), and the Forest Management Act.

Conduct archaeological scientific research that contributes to wilderness management objectives consistent with the NHPA, Archaeological Resource Protection Act, FSM 2323.8, Forest Plan direction, Challis RMP, and BLM Manual 6340.

Conduct cultural resource inventories in high probability areas that have not previously been surveyed for cultural resources.

Recognize the heritage history of the area as a component of the wilderness resource and provide for appropriate inventory, evaluation, monitoring, protection, interpretation, and additional research to locate, preserve, and/or enhance heritage resources.

Coordinate heritage resource programs among managing agencies.

Prepare a Cultural Resource Overview of the JMJP Wilderness. Prepare a Historic Preservation Plan for the JMJP Wilderness based on the results of the Cultural Resource Overview.

Protect and preserve the archaeological and historic resources of these areas.

Evaluate recorded, but unevaluated sites to determine significance to the NRHP and interpretive potential.

Develop appropriate management practices to eliminate or reduce adverse effects to cultural resources.

Recognize that the Wilderness is considered by the Shoshone-Bannock Tribes to be part of their traditional lands and would likely contain areas and sites of traditional and cultural significance, sacred sites, and cultural resource sites important to these tribes.

Maintain and enhance tribal relations.

Facilitate appropriate use by Native American tribes, communities and traditional practitioners.

Work with affected federally recognized tribes to change derogatory place names within the JMJP Wilderness.

Management Direction

Cultural resource standards are established below to help achieve the desired conditions of heritage resources. Cultural resource guidelines address overall compliance requirements under NHPA, ARPA and other statutes and both national and regional cultural resource policy and direction (FSH 2309.12.22.1).

Standards

Ensure American Indian access to procure traditional resources and sites with significant cultural or religious importance.

Ensure compliance with Section 106 of the NHPA before undertaking any project with the potential to adversely affect cultural resources.

Ensure cultural resources are not adversely affected by trail maintenance. Confine maintenance of trails that cross cultural resource sites to existing trail tread. Material from cultural resource sites will not be used as fill or construction material during trail maintenance activities.

Require permits for any ground disturbing archaeological study under the Archaeological Resources Protection Act. An MRA will be required to determine the minimum tool for ground disturbance.

Coordinate and consult heritage resource management activities with State Historic Preservation Office (SHPO), local Indian Tribes and other interested parties.

Guidelines

Use interpretive monographs, brochures, portal contacts, wilderness ranger contacts and other appropriate methods to educate and enhance public appreciation and protection of heritage resources and the wilderness experience. Make heritage resource training available to agency staff and outfitters and guides.

Monitoring

Monitoring plans are required under National Forest Management Act planning regulations (FSH 2309.12.22.1; see also FSM 2362.5). Cultural resource monitoring within the JMJP Wilderness will be used to determine how well the agencies are meeting desired conditions and how closely standards and guidelines are being followed. Site conditions for eligible sites will be monitored at least once every five years.

Known archaeological sites that are eligible for inclusion to the National Register of Historic Places (NRHP) and that have also been identified as being adversely impacted, or at risk of damage may be subject to further monitoring at the Agency Archaeologist's direction.

Management Actions

Within the Wilderness boundary, archaeological survey that meets modern professional standards is minimal. Further surface pedestrian survey should be conducted under Sections 106 and 110 of the NHPA. These studies will allow for a better understanding of past cultural use within the Wilderness boundary and surrounding geographic region. The information gained through these investigations will be used to refine and improve the management of cultural resources within the Wilderness and the region.

Livestock Grazing Management

Background

Section 4(d)(4)(2) of the Wilderness Act and Section 102(e) of the enabling legislation provide for continued livestock grazing where it existed prior to wilderness designation, subject to reasonable regulations deemed necessary by the Secretaries of Agriculture and Interior, as appropriate. Per the Wilderness Act and the clarifying language in the Congressional Grazing Guidelines (House Report 96-617 of the 96th Congress and guidelines described in Appendix A of House Report 101-405 of the 101st Congress), livestock grazing shall not be curtailed or "phased out" simply because an area has been designated as wilderness. The aforementioned House Reports further clarify that associated activities that are necessary to support livestock grazing, such as maintenance of supporting facilities, including use of motorized equipment when necessary, will continue to be allowed in wilderness. Further, wilderness designation should not prevent the construction and maintenance of new fences or improvements which are consistent with allotment management plans or which are necessary for protection of the range. See Guidelines section below and Appendix 5 of this document for the Congressional Grazing Guidelines (House Report No. 101-405).

Current Livestock Grazing - Ten Forest Service and BLM cattle and horse allotments are located partially within the JMJP Wilderness (see Tables 4 and 5). The Forest Service's vacant East Pass Creek Sheep and Goat Allotment is located entirely within the Wilderness. Ten permittees have permits for livestock grazing on FS allotments within the JMJP Wilderness (one of these is pending). Fourteen permittees have permits for livestock grazing on BLM allotments within the JMJP Wilderness. (Seven of these permittees have permits for both FS and BLM allotments within the JMJP Wilderness.) See Table 6 for an overview of range improvements that exist within the JMJP Wilderness on these allotments. See Appendix 4 for maps of locations of range improvements on these allotments. Range improvements generally are assigned to permittees for maintenance responsibility, although the FS or BLM may choose to keep maintenance responsibility for some improvements.

Current management of the active allotments generally involves rest/rotation or deferred rotation grazing systems in which no unit of an allotment receives livestock use that persists throughout the plant growing season. Timing of livestock grazing within each unit can vary from year to year, depending on variations in unit rotations, available forage, and livestock management (such as distribution and numbers turned out). Consequently, exact numbers and dates of livestock in the JMJP Wilderness also vary from year to year. Routine livestock management and improvement maintenance is accomplished by non-motorized methods.

Table 4. Forest Service allotments within or partially within the JMJP Wilderness.

Allotment	Approximate total acres	Approximate acres in JMJP Wilderness	Permitted use		Jurisdiction
			Livestock* numbers	Season	
East Pass Creek	18,333	18,333	Vacant		Challis-Yankee Fork Ranger District—SCNF
Herd Creek	37,862	29,550	666**	6/16 – 10/31	Challis-Yankee Fork Ranger District—SCNF
Pine Creek	9,317	8,741	122	7/1 – 9/30	
Wildhorse	87,938	17,842	1892	6/9 – 9/30	Lost River Ranger District—SCNF
Upper East Fork***	46,064	12,459	255 (or maximum of 553 head months)	6/10 – 8/15	Sawtooth National Recreation Area—Sawtooth National Forest

*Livestock numbers are cow/calf pairs except for where otherwise specified.

**Variable numbers and season of use: Livestock numbers may vary within the maximum permitted season across all permits for this allotment but shall not exceed 1813 head months.

***The Upper East Fork Allotment has about 26,598 acres in the Hemingway-Boulder Wilderness.

Table 5. BLM allotments within or partially within the JMJP Wilderness.

Allotment	Approximate total acres	Approximate acres in JMJP Wilderness	Permitted use*		Jurisdiction
			Livestock numbers**	Season	
East Fork***	19,525	1,976	286	5/21 – 6/5	Challis BLM Field Office
			188, 2 horses	5/23 – 6/10	
			474	10/15 – 10/31	
Herd Creek	21,502	8,369	620	6/15 – 9/30	
			125	7/1 – 8/2	
			200	10/1 – 11/15	
Mountain Springs	81,600	8,830	1470	5/18 – 9/15	
			1000	10/1 – 11/15	
Pine Creek	4,523	1,121	154	5/23 – 10/15	
Road Creek	7,730	534	96	5/16 – 6/15	
			34	5/16 – 8/31	
Sage Creek	5,996	2,967	63	5/1 – 7/9	
			114	5/16 – 9/30	
			72	6/1 – 9/30	
Wildhorse	24,642	107	1791	5/16 – 10/10	
			4 horses	5/7 – 12/16	

*Livestock numbers may vary; the season shown is the maximum permitted season across all permits on a given allotment.

**Livestock numbers are cow/calf pairs except for where otherwise specified.

***The East Fork Allotment has 470 acres in the White Cloud Wilderness.

Table 6. Overview of range improvements within the JMJP Wilderness.

Improvement type	Forest Service	BLM
Barbed wire or wood fence (apprx. miles)	10.7	8.7
Electric fence (apprx. miles)	none	3.4
Pipeline (apprx. miles)	1.17	0.15
Water systems (headbox)	7	2
Troughs (part of water system)	16	4
Ponds	46	2

Improvement type	Forest Service	BLM
Other	1 well	none

Desired Condition

The desired condition for rangeland management on allotments in the JMJP Wilderness is to continue to allow sustainable forage use for commercial livestock grazing and maintenance of existing improvements necessary to support such livestock grazing while maintaining wilderness character.

Goals

Provide for continued grazing within the JMJP Wilderness that is consistent with the Wilderness Act and Congressional Grazing Guidelines.

Management Direction

Administration of grazing and livestock use on federal lands, is conducted in accordance with 36 CFR 222, Subpart A (National Forest System), 43 CFR 4100, (BLM lands), 36 CFR 293.7, other applicable laws (such as the Taylor Grazing Act of 1934, Multiple Use Sustained Yield Act of 1960; the National Environmental Policy Act of January 1, 1970; the National Forest Management Act of October 22, 1976; the Clean Water Act of 1972; the Endangered Species Act of 1973; the Federal Land Policy and Management Act of 1976, the Public Rangelands Improvement Act of 1978, the Rescission Act of 1995) and other management guidelines (such as the Forest Service Handbook 2209, Forest Service Manual 2200, and BLM Manual 6340).

Guidelines

Grazing operations within wilderness, where livestock grazing was present at the time of wilderness designation, are guided by the Congressional Grazing Guidelines (House Report 96-617, 1979; and House Report 101-405 Appendix A, 1990), the Forest Service Manual Chapter 2320 (Wilderness Management), the Forest Plan and applicable amendments, and BLM Manual 6340 and 43 CFR 4100.

The Congressional Grazing Guidelines include the following:

- There shall be no curtailments of grazing in wilderness areas simply because an area is, or has been designated as wilderness, nor should wilderness designations be used as an excuse by administrators to slowly “phase out” grazing. Any changes in livestock grazing would be made through the same process as if allotments were not in wilderness.
- The maintenance of supporting facilities, existing in an area prior to its classification as wilderness (including fences, water wells and lines, stock tanks, etc.) is permissible in wilderness. Where practical alternatives do not exist, maintenance or other activities may be accomplished through the occasional use of motorized equipment. Such occasional use of motorized equipment should be expressly authorized in the grazing permits for the area involved. The use of motorized equipment should be based on a rule of practical necessity and reasonableness. Such motorized equipment uses will normally only be permitted in those portions of a wilderness area where they had occurred prior to the area's designation as wilderness or are established by prior agreement.
- “Natural materials” to replace deteriorated improvements should not be required unless such requirement would not impose unreasonable additional costs.

- The construction or new improvements or replacement of deteriorated facilities in wilderness is permissible if in accordance with these guidelines and management plans governing the area involved. However, the construction of new improvements should be primarily for the purpose of resource protection and the more effective management of these resources rather than to accommodate increased numbers of livestock.
- Use of motorized equipment for emergency purposes, such as rescuing sick animals, is permissible in the wilderness, but this should only be exercised in true emergencies.

See Appendix 5 for the full text of the Congressional Grazing Guidelines.

Standards

FS and BLM term grazing permits identify the terms and conditions of livestock grazing on NFS and BLM lands, as directed by the Forest Plan and applicable amendments and the BLM Challis RMP.

Use of motor vehicles for routine livestock monitoring, herding, and gathering is prohibited.

Monitoring

No wilderness-specific monitoring identified.

Management Action

Existing range improvements within the JMJP Wilderness that are agreed to be obsolete by both the permittees and the agencies, consistent with Section 106 of the NHPA, may be removed.

The vacant East Pass Creek Sheep and Goat Allotment would be neither closed nor reauthorized for grazing under this Plan; an analysis and decision under NEPA would be completed to determine future livestock management of this allotment, consistent with the Wilderness Act, the Congressional Grazing Guidelines, and other applicable laws.

Actions for the management of livestock grazing would be considered and analyzed according to the regulations in 36 CFR Part 222, and 43 CFR 4100.

Wild Horse Management

Background

The 1971 Wild Free Roaming Horses and Burros Act (WFRH&B) protected for the future generations wild horse and burros. The Challis Herd Management Area (CHMA) was designated at that time based on census flights. The CHMA is bordered on the north by the Salmon River, on the west by the East Fork of the Salmon River, on the south by the divide between Herd Creek and Road Creek and on the east by U.S. Highway 93 and the watershed boundary between the Salmon River drainage and the Lost River drainage. The CHMA overlaps 9,821 acres of the JMJP Wilderness. See Appendix 6 for a map of the CHMA.

The Challis RMP establishes the Appropriate Management Level (AML) for wild horses within the CHMA at 185; however, between gathers the population may range up to 253. Two hundred and fifty-three (253) is the maximum number of wild horses that can graze in a thriving natural ecological balance and multiple use relationship on the public lands in the area.

Desired Condition

The CHMA is managed so that populations do not exceed the AML, in order to maintain a thriving natural ecological balance and prevent degradation of wilderness character, watershed function, and ecological processes.

Goals

Maintain the wild horse population at the AML, within the carrying capacity of the environment, to preserve the area's wilderness character.

*Management Direction**Standards*

In managing wild horses within wilderness, the BLM may only employ uses prohibited by Section 4(c) of the Wilderness Act when they are necessary to meet the minimum requirements for administering the area for the purpose of the Wilderness Act or where the uses are required under the WFRH&B (BLM Manual 6340).

Guidelines

In cases where impacts to springs and riparian systems result from wild horses, mitigation measures may be considered to prevent further degradation or to restore wilderness character.

When revising the Challis Herd Management Plan, identify management actions required to preserve wilderness character in addition to maintaining healthy populations of wild horses.

Periodic gathers may occur to achieve AML within the CHMA. If gathers are necessary, on-the-ground activities within wilderness will be accomplished on foot or by horseback. If MRA results in motorized means for horse gathers, aircraft (including helicopters) may be used to survey, herd, capture, and monitor wild horses. Landings are not permitted except in an emergency.

Monitoring

As guided by the Challis RMP, and the Challis Herd Management Plan, maintain a current population inventory in order to determine if the wild horse population are within the AML. Continue to conduct vegetation monitoring to determine if any impacts are being caused by wild horse populations.

Management Action

The Challis RMP and the Challis Herd Management Plan describe management of wild horses.

When horses are determined to be above the carrying capacity a gather would be conducted when feasible in coordination with BLM Idaho and the BLM National wild horse program.

Minerals

Background

The Wilderness Act, Section 4(d)(2) allows mineral surveying, including prospecting (and other scientific activities) as long as they are carried out in a way that preserves wilderness character.

Geology - The geology of the JMJP Wilderness area consists primarily of Tertiary igneous and volcanic rocks and Eocene volcanic rocks such as andesite, latite, rhyolite and basalt as well as volcanic sandstones and mudstones, conglomerates and breccias. Quaternary glaciation, fluvial activity and landslides have modified surface geology.

Mining History - There are no major areas of historic mining development or interest within the JMJP wilderness boundary. The wilderness is south of the Bayhorse Mining District as well as the Thompson Creek mining area and Stanley Uranium area. The Bayhorse Mining District was mined from 1877 to approximately 1964, with over 1,000 mining claims located in that area during that time. The Stanley Uranium area was in production from 1957 until approximately 1960.

Active Claims - The Wilderness Act, Section 4(d)(3) Wildernesses were withdrawn from mineral activity (subject to valid existing rights) after December 31, 1983. To date, all legislation passed after January 1, 1984 withdraws its wilderness areas from mineral activity (again, subject to valid existing rights) as of the date of enactment, which is August 7, 2015 for the JMJP Wilderness. As of November 2016, there are zero (0) active claims on BLM and NFS lands within the Wilderness boundary.

Mineral Resources - There are no identified Abandoned Mine Land sites on BLM and NFS lands within the Wilderness boundary. There are no Comprehensive Environmental Response, Compensation, and Liability Act sites and no developed mineral material/rock source sites.

On BLM and NFS lands within the Wilderness boundary, mineral potential is non-existent to low for fluorspar, uranium, tungsten, molybdenum, gold, silver, mercury, cobalt, copper, zinc, antimony, tin and vanadium (Fisher and Johnson, 1995) with the exception of moderate potential in the Pine Creek drainage north of Sheep Mountain.

There is no geothermal resource potential and no salable mineral resource potential (Worl, et al., 1989).

Desired Condition

Mineral exploration and development operations are conducted in accordance with valid existing rights and in accordance with agency directives and regulations, while preserving the wilderness character to the greatest extent possible.

Goals

Preserve the wilderness environment while allowing activities for the purpose of gathering information about mineral resources.

Management Direction

Standards

BLM will not issue mineral or geothermal leases, licenses or permits under the mineral or geothermal leasing laws (43 CFR 6304.23),

BLM will not issue sales contracts or free use permits under the Material Act (30 U.S.C. 601 et seq.) in the JMJP Wilderness with the exception of those for scientific research.

Personal collection of petrified wood is prohibited (BLM Manual 6340 1.6.C.11.d; 43 CFR 6302.15).

Authorize information-gathering activities only if they involve very minor surface disturbance and are compatible with the preservation of the Wilderness environment, using a geologic exploration permit (FSM 2810/2820) or interagency agreement.

Upon receipt of a Notice of Intent or a Plan of Operations, determine if the discovery of a valuable minerals deposit was made before the date of withdrawal (Wilderness Act), and thus valid rights existed before the establishment of the JMJP Wilderness.

Assessment work will be approved by an authorized officer only when proposed activities will not cause significant impacts to wilderness values (36 CFR 228.5(b)) and it has been determined that valid mineral

rights existed prior to the establishment of the JMJP Wilderness and attendant withdrawal from mineral entry.

Guidelines

Provide direction for the management of mineral activities in wilderness where there are valid existing rights in accordance with agency directives and regulations.

Mining operating plans would identify impacts to wilderness character and methods for its preservation. Reclamation efforts would serve to return the land as closely as possible to its natural condition.

Ensure the restoration of lands disturbed during exploration and development activities as nearly as practicable promptly upon abandonment of operations.

Information about minerals or other resources within Wilderness may be gathered if such activity is compatible with the preservation of the Wilderness and casual use. Casual use may involve minor activity such as sampling with hand tools, but does not involve explosives or mechanized earth-moving equipment.

Monitoring

Section 4(d)(2) of the Wilderness Act requires that wilderness areas be surveyed for minerals and other resources by the USGS on a recurring basis. BLM and FS would monitor for unauthorized, new mining claims or activity beyond casual use that is not compatible with the preservation of the Wilderness environment.

Management Actions

Restrict collection of minerals to scientific research and by special use permit only.

Do not issue permits for the removal of common variety mineral materials under the Mineral Material Act of July 31, 1947, as amended and supplemented (30 U.S.C. 601-604, 36 CFR 292.14(c)).

If valid rights for locatable minerals pre-date Wilderness establishment and withdrawal from mineral entry, the Notice of Intent or Plan of Operations will be processed according to 36 CFR 228.4.

Fire Management

Background

Fire is an important ecological process on the landscape and an integral component of wilderness character. Whether from lightning or anthropogenic ignitions, fire has helped determine vegetation communities across the landscape since the beginning of time.

Fire Occurrence - There is evidence of past fire occurrence throughout the JMJP Wilderness in the form of fire scars and ash layers within the soil profile. Fire has been effectively excluded from the landscape, including the JMJP Wilderness, since the late 1800's through suppression, livestock grazing which reduced fine fuels, and other land-use practices. Suppression can limit the benefits of natural fire that is on the landscape.

The BLM, FS, and state fire occurrence records for the JMJP Wilderness indicate that between 1910 and 2015 fires burned approximately 8,997 acres. The records show a total of 34 fires. The largest fire on record occurred in 1961 and was approximately 2,150 acres. A fire history map for the JMJP Wilderness is available in Appendix 7.

Fire Ecology - Periodic wildland fire has been the key habitat disturbance element affecting plant compositions, communities, and structure throughout the JMJP Wilderness. The role of fire has been anthropogenically-altered for over a century which has affected plant communities, seral status, and condition class.

Fire Regime Condition Class – The natural role of wildland fire can be understood and communicated through the concept of fire regimes (Brown and Smith 2000). Fire regimes describe conditions that existed before Euro-American settlement. Fire regimes can provide reference conditions that represent conditions before fire was excluded from the landscape and can be used to assess wildland fire risk to plant communities, as well as other resources.

Fire Regime Condition Classes (FRCC; Hann and Bunnell 2001) are qualitative measures that describe departure from historical fire regimes, which could describe differences in important habitat characteristics including fuel loads, structure, age, complexity and species composition. There are many things that may have led to this departure, including harvesting of timber, fire exclusion, non-native species, grazing of livestock, insects and disease, and past management activities. There are three condition classes that indicate rankings of wildland fire risk. The risk of loss of key ecosystem components from wildland fire increases from Condition Class 1 (lowest risk) to Condition Class 3 (highest risk). The majority of acreage within the JMJP Wilderness lies within Condition Class 3 (73%). See map in Appendix 7.

Desired Future Conditions

Natural ignitions are permitted to play, as nearly as possible, a natural role in ecosystem function, while considering the impact to firefighter and public safety, private property, developed facilities in surrounding areas, and wilderness character.

Goals

Consider the natural role of fire within the ecosystem in fire management decisions. Response to a wildfire fire in or near wilderness would consider the full range of fire management strategies and tactics (ranging from monitoring to full suppression) to preserve wilderness character and incorporating ecosystem factors, safety, and returning vegetation conditions to a more representative state.

Fire management objectives in the Wilderness will be structured in accordance with the BLM Fire Management Plan (2005 or current) and identified standards and guidelines in this document.

Management Direction

Standards

Prior approval from the Forest Supervisor or the BLM Field Manager must be obtained to use motorized equipment or mechanized transport in wilderness for fire management activities (FSM 2326.04c and 2326.1, BLM Manual 6340 1.6 C. 7). This includes but is not limited to retardant drops, water drops, and other ground-based intrusions.

Use Minimum Impact Suppression Tactics (MIST) and assign Resource Advisors to wilderness fires to minimize suppression impacts to wilderness character. Disturbance caused by suppression actions would be returned to as natural a condition as possible (FSM 2324.23, BLM Manual 6340 1.6 C. 7).

Following site-specific assessments and planning, emergency stabilization may be considered only if necessary to prevent an unnatural loss of the wilderness resource or to protect life, property, and other resource values outside of wilderness, and in accordance with the agency's current Watershed Protection and Management Emergency Stabilization – Burned Area Emergency Response policies (FSM

2323.43b and 2523; BLM 8560 and H-1742-1) and other FS and BLM policies. An MRA is required in non-emergency situations.

Human-caused fires and trespass will be managed to achieve the lowest cost and fewest negative consequences with primary consideration given to firefighter and public safety and without consideration to achieving resource benefits (FSM 5130).

Guidelines

Determine actions for each wildland fire that are consistent with the protection of wilderness character (FSM 2324.23 and BLM 6340 1.6C.7) and ensure the safety of firefighters, the public, and consider the impacts to private property and developed facilities in surrounding areas.

Coordinate across agencies and with wilderness specialists for FS and BLM, and other adjacent landowners, as appropriate, to develop compatible wildland fire management strategies.

Prescribed fire may be considered in the JMJP Wilderness and will be evaluated consistent with FS and BLM policy (FSM 2320, BLM 6340).

Allow campfires, except when existing and expected fire danger justifies implementation of fire closure orders. Coordinate proposed fire closures and restrictions wilderness-wide.

Monitoring

Within the Wilderness boundary, annually monitor the number of intrusions as well as acres burned due to wildfire activities.

Monitor the number of human-caused ignitions that occurs within the Wilderness boundary annually.

Management Actions

Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character.

Lands and Special Uses

Also see the Research section below.

Background

Section 4(c) of the Wilderness Act prohibits commercial enterprises, such as mining or logging operations, to be located in wilderness. Further, the collection of any resource for the purpose of commercial sale, including shed antlers or furs, is prohibited.

The *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* includes a prohibition on new water resource facilities, or permits for new water resource facilities (Section 103 (B)); however, existing water rights are not affected by this Act.

There are three inholdings, entirely within the JMJP Wilderness boundary, and five parcels on the edge of the Wilderness (edgeholding) that are owned by the state of Idaho. Per Section 107 of the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*, the Secretary shall seek to complete an exchange for State land located within the boundaries of the Wilderness. This process is occurring separately from this WMP process.

On the FS portion of the Wilderness, there is one privately owned water right and associated diversion on Bowery Creek. The point of diversion and part of the ditch is within the JMJP Wilderness and part of the ditch is within the Hemingway-Boulders Wilderness before it continues onto private land.

Desired Condition

Provide for continued use of existing special use authorizations as long as such uses are consistent with the Wilderness Act and are in the public interest.

Goals

Allow for special provision land uses as determined by laws, regulations, and the agencies' policies and management plans, while minimizing developments, degradation to naturalness, and other impacts to wilderness character.

Management Direction

Standards

Do not permit competitive events, training events, and contests (FSM 2323.13h; BLM Manual 6340 1.6 C.13.d).

Proposal for commercial filming in wilderness shall be evaluated consistent with FS policy (FSH 2709.11 45.51b), or most current policy, or BLM Manual 6340 (Section 1.6 C. 4), as applicable.

In cooperation with the water right holder, complete an MRA for standard maintenance activities of existing water resource facilities and any future replacement proposals.

Monitoring

Monitoring of special provisions land uses would occur in accordance with wilderness policy, as described in the Wilderness section above.

Management Actions

No additional management actions are proposed for lands and special uses.

Commercial Services

Background

Section 4(d)(6) of the Wilderness Act states that commercial services, such as outfitter and guides and/or pack stock rentals, are allowed "to the extent necessary for activities which are proper for realizing the recreational or other purposes of the areas." This is reiterated in the enabling legislation, Section 102(f).

Traveling by horseback in these lands, now designated as the JMJP Wilderness, is a traditional use with a long history. Outfitters and guides provide services to support visitors' recreational activities, such as hunting, hiking, riding, fishing, and pack trip operations. Within JMJP Wilderness, there are currently three permitted outfitters and only one with authorized assigned sites within the Wilderness. At time of designation, the largest group size taken into wilderness by outfitters was generally 12 people and 20 head of stock.

Commercial services are further guided by agency-specific policy and guidance (e.g. FSM 2709.14) in addition to direction specific to wilderness.

Desired Condition

Provide for continued use of recreational commercial services as long as such uses are consistent with the Wilderness Act and are in the public interest.

Goals

Commercial use permits allowed within the Wilderness must be shown to meet an identified public need, and to meet the agencies' objectives and provide benefits to the Wilderness.

Allow for special provision land uses as determined by laws, regulations, and the agencies' policies and management plans, while minimizing developments, degradation to naturalness, and other impacts to wilderness character.

Management Direction

Standards

Commercial services that are not wilderness-dependent or do not contribute to improvement of wilderness character or public education will not be allowed.

No permanent structures or installations shall be authorized. A permanent structure is a constructed feature that remains for more than one season.

Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment. A temporary structure is a constructed feature that is erected and dismantled within one season or less.

The 14-day stay limit may be extended for commercial uses with assigned sites, or at the discretion of the authorized officer to meet a justified need.

Assess new proposals for commercial services within the Wilderness through a needs assessment and capacity analysis to prevent negative impacts on wilderness character. Commercial guiding permits may be issued or continued when:

- a) There is demonstrated need or demand for the service.
- b) Permitted use is compatible with general public use.
- c) Permitted use can occur in an area without exceeding the carrying capacity of an area.
- d) Permitted use will not generate unacceptable impact on wilderness resources, including degrading opportunities for primitive recreation for the public.

Identify operating areas and assigned campsite locations (if any) in all commercial use permits.

Monitoring

Compliance of outfitter and guide operations is detailed each outfitter's permit and operating plan.

Management Actions

If monitoring of commercial outfitting shows that negative impacts are occurring, management actions may include, but is not limited to: limiting the number of days that outfitter and guides are authorized, areas in which certain guides are authorized, or additional limitations on the group size.

Research

Background

Research within Wilderness is guided by the Wilderness Act, FSM 2320, and BLM Manual 6340. For information on wildlife management actions, see the Wildlife section above.

Desired Condition

The Wilderness is available for conducting inventory, monitoring, and research that is deemed to be wilderness dependent and follows the intent of the Wilderness Act.

The Wilderness will continue to be shaped by natural forces and processes, while providing an opportunity to further the state of our knowledge of ecosystems and social aspects of wilderness management.

Goals

Encourage research that will benefit wilderness management or that is wilderness dependent, and is compatible with preservation of wilderness character.

Management Direction

Standards

All parties interested in conducting research activities in wilderness must have a permit. Proposals would be evaluated through the Framework to Evaluate Proposals for Scientific Activities in Wilderness. An MRA would be completed, as appropriate, to ensure activities are the minimum necessary for administering area for the purposes of the Wilderness Act.

All parties will provide a copy of findings to the FS and the BLM.

Guidelines

Proposals that do not contribute to stewardship of the area as wilderness would not be permitted if they can be accomplished outside of wilderness or cannot be conducted in a manner compatible with the preservation of wilderness character.

Monitoring

Monitoring of research activities within wilderness would conform to FS wilderness character monitoring protocols.

Management Actions

No management actions are identified.

Law Enforcement and Search and Rescue

Background

Search and rescue activities on NFS and BLM-managed lands come under the jurisdiction of the county sheriff in the county where an incident has occurred. The role of the agency is to provide assistance, when requested.

Desired Condition

Law enforcement activities are conducted in a manner that minimizes impacts to wilderness character.

Search and rescue (SAR) operations are conducted in such a manner that emphasizes the safety of both victims and rescuers, with minimal impact on wilderness character.

Goals

Support and cooperate with county sheriffs in SAR operations and provide information and education on wilderness law and policy.

SAR procedures in the JMJP Wilderness developed in collaboration and coordination between the FS and/or BLM and local sheriff's departments are well-defined, respond to life-threatening situations in a timely manner, and protect wilderness character.

Increase visitor awareness of inherent risks in Wilderness and preventive measures.

Management Direction

Standards

Use the flow chart in Appendix 8 for approval of motorized and mechanized emergency response.

Guidelines

Education and engineering (e.g. construction and location of trails and campsites) are the preferred law enforcement tools, with an emphasis on prevention of impacts.

In emergencies involving the life and safety of people in the Wilderness, use of motorized and mechanized equipment, including medical evacuation by helicopter, is approved on a case-by-case basis, by the Forest Supervisor/BLM Field Manager (or designated authority). Recommendation for approval should be made by the most skilled individual closest to the emergency, and based on apparent facts.

Helicopter landing areas would use natural terrain features. Care should be taken that vehicles used in SAR operations do not transport noxious weeds, or cause unacceptable resource or social impacts. SAR operations shall not be considered complete until any resulting resource damage has been mitigated or rehabilitated.

Monitoring

Monitoring of law enforcement activities within wilderness will include the number of incidents within the wilderness, the number and type of prohibited uses involved, and the date(s) and locations of activities.

Following SAR operations, the lead search and rescue agency will provide the administering agency with the date(s) of the emergency, the location, a description of the nature of the emergency, and the number of responding personnel and the number, number and type of prohibited uses involved.

Management Actions

Develop an MOU or other formal agreement with Custer County for SAR operations that covers the appropriate use of motorized equipment and mechanized transportation inside wilderness and identify the information needed for an FS Line Officer/BLM Field Manager to authorize the use.

Structures, Installations and Other Human Effects or Disturbances

Background

At the time of designation, the JMJP Wilderness contained a number of human disturbances and installations. A radio site on Sheep Mountain pre-exists the wilderness designation. The Upper Lake

Creek Campground occurs within the BLM portion of the JMJP Wilderness, and includes three developed campsites (picnic tables, fire rings), and a vault toilet. The engineered road leading to the campground includes several culverts. (Also see Trails and Camping and Campfire sections for additional description of developments and installations.)

Desired Condition

Minimal developments occur within wilderness. Only allow installations that are deemed necessary for the administration of the area for the purpose of the Wilderness Act.

Goals

Limit structures and installations for administrative purposes or under special use permit to those necessary for management, protection, and use of the Wilderness for the purposes for which the Wilderness was established (FSM 2324.31; BLM Manual 6340 1.6.B. 2.).

Management Direction

Standards

Stay limits for all persons and personal property will not exceed 14 days.

Maintain installations and structures if they are associated with a valid existing right or if they are the minimum necessary for the administration of the Wilderness, where temporary or other management actions are not providing adequate protection, and in accordance with an MRA (FSM 2323.13; BLM Manual 6340 1.6.B. 2.).

Proposals for reseeding or revegetation would be evaluated through an MRA.

Guidelines

Naturalize human-caused disturbances to the extent possible.

Monitoring

Monitoring for user-created installations or structures would occur during routine wilderness patrols, and would be removed or deconstructed when found.

Management Actions

An Operations and Maintenance Plan is under development for Sheep Mountain repeater site, and an MRA will be completed simultaneously.

Upper Lake Creek Campground will be naturalized by removing: vault toilet (dual), associated toilet facilities, picnic tables, fire rings, metal trash can stands on treated lumber posts, road culverts (6), and associated vehicular compaction and foot print.

Unattended personal property not associated with an active camp will be removed by FS and/or BLM personnel, and held for 30 days at the appropriate FS or BLM office. If possible, the owner of the personal property would be contacted.

Small-scale surface disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. Actions would generally be conducted in the following order, as needed:

- | | | |
|-----------------------|-------------------------|--------------------|
| 1. Physical Closure | 4. Re-contouring | 6. Erosion control |
| 2. Decompaction | 5. Vertical mulching or | 7. Vegetative |
| 3. Scarifying/Pitting | “iceberging” | restoration |

Wilderness Education and Interpretation

Background

BLM and FS wilderness policies (BLM 6340 and FS 2320) encourage education and outreach to inform visitors of the inherent risks found in wilderness, and to improve understanding of wilderness, including opportunities for public use and enjoyment, and the relationship between the wilderness resource and other resources and activities present in the wilderness.

Desired Condition

Trailheads provide interpretive and educational information, as well as identify use restrictions.

Visitor encounters with wilderness rangers, staff, or volunteers for on-the-spot education will be positive and emphasize “Leave No Trace” principles, and wilderness regulations.

Goals

Use education and interpretation as a proactive approach in managing visitor activities that may impact wilderness character.

Educate the public to the value of wilderness, not just as a non-motorized recreation area, but as a place of natural processes and personal risks.

Management Direction

Standards

Interpretive information may be included on trailhead information signs, but will not be located on signs in the Wilderness.

Interpretive trails will not be provided in the JMJP Wilderness.

Guideline

Incorporate wilderness education principles (e.g., wilderness character, safety, “Leave No Trace,” sensitive resources, noxious weeds, or other area information) in brochures, on the BLM and FS websites, on agency maps, at visitor centers, or on other educational materials, which describe the Wilderness.

Monitoring

Monitoring recreational uses within the wilderness are detailed under the Recreation section above, and education may be used to manage those uses.

Management Actions

Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established above, but may also be employed to prevent or respond to any recreational visitor impacts.

PLAN IMPLEMENTATION

The following list reflects a summary of the actions identified in this WMP. Actual implementation would be subject to staff and funding availability outside the control of this plan.

Ongoing Activities

This includes actions that are ongoing or would be implemented upon adoption of the WMP.

- Install and maintain wilderness boundary signs
- Provide visitor information and education
- Monitor wilderness character
- Monitoring wildlife and fish
- Implement and monitor recreation management actions (e.g. group size limit, padded high lines, remove non-historic camp structures)

Future Activities

Some actions may require further planning and public involvement not covered by this plan, such as those prompted by changing resource conditions. This may include an MRA and/or site-specific NEPA analysis. Below is a summary those actions that may require further analysis.

- New proposals:
 - Wildlife management activities
 - Restoration activities
 - Requests for research or filming
- Rehabilitation
 - Undesirable or highly impacted campsites, social trails, or stock areas
 - Unauthorized vehicle impacts
- Removal of abandoned, non-historic developments or structures
- Control infestations of noxious weeds and invasive plant species
- Recreation management actions in response to exceeding thresholds identified in this plan

PLAN EVALUATION

This management plan will be revised when the management direction no longer meet wilderness management objectives or when a change in the existing situation warrants revised management. The need for revision would be reviewed as conditions warrant and if the decision is made to revise the plan, it will be accomplished with public participation. Minor revisions such as typographical or cartographical errors, or terminology changes may be made by inserting an errata sheet.

GLOSSARY

Affiliated Visitor Group

Related or associated groups having a close connection, like that between family members, or members of an organization.

Assigned Outfitter Camp

A location that is authorized for use and occupancy by an outfitting and guiding permit and for which a fee is paid.

Camping Stay Limit

Persons may camp within designated campgrounds or on undeveloped public lands not closed to camping on the public lands within the state of Idaho for a period of not more than 14 consecutive days. Exceptions, which will be posted include areas closed to camping and areas with specifically designated camping stay limits. The 14-day limit may be reached either through a number of separate visits or through 14 days of continuous occupation during the 28 day period. After the 14th day of occupation campers must move outside of a 25-mile radius of the previous location. (Per BLM Regulation: ID-913-02-4740-04)

Campsite Condition Index

The impact index/condition class is the sum of nine weighted parameters including vegetation loss, mineral soil increase, tree damage, root exposure, stock evidence, development, cleanliness, social trails and camp area. The range of the impact index is divided into four condition classes (light impact through extreme impact). Also see Appendix 3 of this document.

Clean Air Act

An Act of Congress established to protect and enhance the quality of the Nation's air through air pollution prevention and control.

Clean Water Act

An Act of Congress which establishes policy to restore and maintain the chemical, physical and biological integrity of the Nation's waters.

Commercial Enterprise

Any use or activity undertaken for the purpose of sale of products or services, for the generation of funds or revenue, or for the promotion of a product, individual or business, regardless of whether the use or activity is intended to produce a profit, including any use or activity where an entry or participation fee is charged.

Day

Defined for visitor use monitoring, a "day" is an eight-hour period.

Desired Condition

In Forest Plan regulations (36 CFR 219.7), a desired condition is a description of specific social, economic, and/or ecological characteristics of the plan area, or a portion of the plan area, toward which management of the land and resources should be directed. Desired conditions must be described in

terms that are specific enough to allow progress toward their achievement to be determined, but do not include completion dates.

Within wilderness, the desired condition is a statement that describe specific conditions sought in a particular wilderness. It is a description of specific social and biophysical elements described in the context of wilderness character.

Developments, Structures, or Installations

Anything made by humans, whether or not it is intended for human occupation, and is left behind when the builder leaves the wilderness. “Installations” include, but are not limited to: weather stations, trails, bridges and signs. “Structures” include, but are not limited to: cabins, lean-tos, and constructed tent pads. They do not include temporary mobile shelters such as tents (while the user is in the wilderness).

Dispersed Campsite

Camping anywhere on National Forest or BLM lands outside of a designated campground. Dispersed camping means there are no toilets, no picnic tables, no trash cans, no treated water, and no fire grates. Designated campsites are different, and campers are generally directed or permitted to camp only in those sites.

Drop Camp

A camp located at either the client or outfitter’s choosing to which the client is packed in and dropped off. The camp components may be provided either by the client or the outfitter. The outfitter provides no guiding services.

Edgeholding

Land owned or managed by an entity other than a wilderness-managing agency that is contiguous with, but not completely surrounded by, the designated wilderness boundary. Parcels touching a wilderness only at a corner are not edgeholdings.

Endangered Species Act

An Act of Congress intended to protect species and subspecies of plants and animals that are of “aesthetic, ecological, educational, historical, recreational, and scientific value.” Candidate species are plant and animal species being considered for listing as endangered or threatened, in the opinion of the U.S. Fish and Wildlife Service or the National Marine Fisheries Service.

Framework to Evaluate Proposals for Scientific Activities in Wilderness

The evaluation framework provides an approach for thinking through and documenting how proposals for scientific activities in wilderness may be evaluated. Also see <http://www.wilderness.net/science> for a copy of the most current Framework.

Goal

In Forest Plan regulations (36 CFR 219.7), goals are broad statements of intent, other than desired conditions, usually related to process or interaction with the public. Goals are expressed in broad, general terms, but do not include completion dates.

Guideline

In Forest Plan regulations (36 CFR 219.7), a guideline is a constraint on project and activity decision-making that allows for departure from its terms, so long as the purpose of the guideline is met.

Guidelines are established to help achieve or maintain a desired condition or conditions, to avoid or mitigate undesirable effects, or to meet applicable legal requirements.

Iceberging

A technique to make a rehabilitated campsite less desirable to camp in, typically using partially buried rocks.

Inholding

Land owned or managed by an entity other than a wilderness-managing agency that is completely surrounded by the designated wilderness boundary.

Minimum Requirements Analysis (MRA)

The process by which allowances for one of the eight prohibited uses described in Section 4(c) of the Wilderness Act are analyzed to determine if they are “necessary to meet minimum requirements for the administration of the area for the purpose of [the Wilderness] Act.” May also be known as the Minimum Requirements Decision Guide (MRDG), which is the document used to perform the analysis. Also see <http://www.wilderness.net/MRA> for more information, and a copy of the current form.

National Environmental Policy Act (NEPA)

The National Environmental Policy Act of 1969 requires environmental analysis and public disclosure of federal actions.

National Wilderness Preservation System

All lands managed under the Wilderness Act and subsequent wilderness designations, irrespective of the department or agency having jurisdiction.

Natural

Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.

Other Features of Value

Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, where they are present they are part of that area’s wilderness character, and must be protected as rigorously as any of the other four required qualities.

Outstanding opportunities for solitude or a primitive and unconfined type of recreation

Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.

Permanent structure

A constructed feature that remains for more than one season.

Personal property

Includes, but is not limited to: hunting blinds, campsite equipment, toilet facilities, geocaches, tent poles, and camp furniture (tables, chairs).

Progressive Camps

A series of camps used during trips through an area. Duration of use is usually 1-2 nights per location. These camps are not set up in advance of arrival and are removed as the party moves on.

Restore or Restoration

Ecological restoration is the process of assisting the recovery of an ecosystem that has been degraded, damaged, or destroyed.

Service Day

An allocation of use constituting a day or any part of a day on National Forest System lands for which an outfitter or guide provides services to a client. The total number of service days is calculated by multiplying each service day by the number of clients on the trip. (FSH 2709.11, Chapter 41.53d)

Spike Camp

A temporary camp generally located in a more remote location, with bare necessities and fewer occupants than other types of camps. Spike camps are generally supplied from a base camp.

Special Provisions

Legislated exceptions to the 1964 Wilderness Act Section 4(c) prohibitions against commercial enterprise, permanent roads, motor vehicles, motorized equipment, aircraft landing, mechanical transport, structures and installations. Also referred to as “non-conforming uses.”

Special-Use Permit

A special-use authorization that provides permission, without conveying an interest in land, to occupy and use National Forest System lands or facilities for specific purposes, and which is both revocable and terminable. For example, research, or outfitting and guiding.

Standard

In Forest Plan regulations (36 CFR 219.7), a standard is defined as a mandatory constraint on project and activity decision-making, established to help achieve or maintain the desired condition or conditions, to avoid or mitigate undesirable effects, or to meet applicable legal requirements.

Temporary structure

A constructed feature that is erected and dismantled within one season or less.

Undeveloped

Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.

Untrammeled

Area is unhindered and free from intentional actions of modern human control or manipulation.

User-Developed Routes

These routes are unplanned, unauthorized trails or roads that have not been designated and managed as a trail by the federal agency. In wilderness, trails are generally created by the repeated passage of people heading to the same destination; sometimes called social trails.

Vertical Mulching

A technique used to help revegetate disturbances by 'planting' dead plant material to help stabilize soils, provide shade structures to assist plant recruitment, protect seeds, and reduce the visual impact of the disturbance.

Wilderness

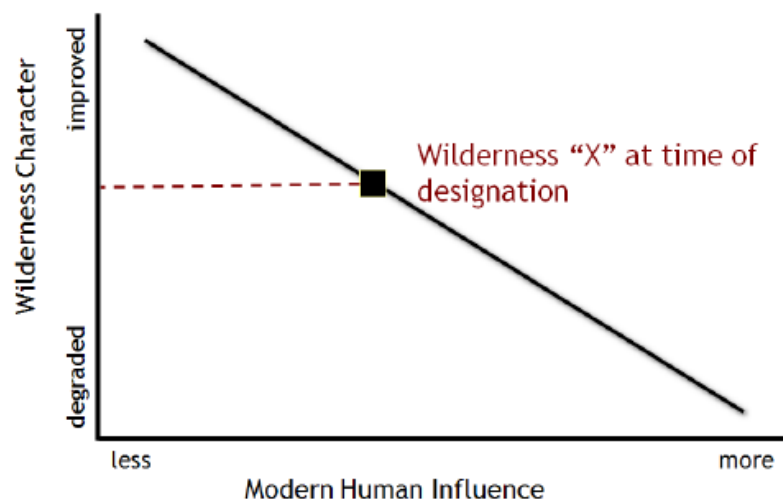
Wilderness is a legal designation designed to provide long-term protection and conservation of Federal public lands designated by Congress as part of the National Wilderness Preservation System. Wilderness is defined by the Wilderness Act of 1964 as “an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain...Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.”

Note on capitalization: in this document, lowercase wilderness is used when referring to wilderness, in general. Capitalized Wilderness is used in reference to the JMJP Wilderness, specifically, or to the Wilderness Act, as both are proper names.

Wilderness Character

The central mandate of the Wilderness Act is to preserve wilderness character, a concept that distinguishes wilderness from all other lands. The four managing agencies have defined it as “A holistic concept based on the interaction of 1) biophysical environments relatively free from modern human manipulation and impact, 2) personal experiences in natural environments relatively free from the encumbrances and signs of modern society, and 3) symbolic meanings of humility, restraint, and interdependence that inspire human connection with nature.” Statutory language of the Wilderness Act, Section 2(c), is used to identify five qualities of wilderness character: Untrammelled, Natural, Undeveloped, Outstanding Opportunities for Solitude or a Primitive and Unconfined Type of Recreation, and Other Features of Value.

The following graphical representation of the primary goal of wilderness management – to preserve wilderness character – is shown here. Wilderness managers must fulfill the congressional mandate to “preserve wilderness character,” and not to allow the black square to slide down the diagonal line. For more information see FSM 2320 or BLM Manual 6340.



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36 CFR Part 222 – Range Management

36 CFR Part 228 – Minerals

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36 CFR Part 293 – Wilderness

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APPENDIX 1— COMMON AND SCIENTIFIC NAMES

Plant Species – Common and Scientific Names

Common Name	Scientific Name
Sub-alpine fir	<i>Abies lasiocarpa</i>
Whitebark pine	<i>Pinus albicaulis</i>
Limber pine	<i>Pinus flexilis</i>
Douglas fir	<i>Pseudotsuga menziesii</i>
Lodgepole pine	<i>Pinus contorta</i>
Mountain big sagebrush	<i>Artemesia tridentata vaseyana</i>
Aspen	<i>Populus tremuloides</i>
Bluebunch wheatgrass	<i>Pseudoroegneria spicata</i>
Idaho fescue	<i>Festuca idahoensis</i>
Engelmann spruce	<i>Picea engelmannii</i>
White Cloud milkvetch	<i>Astragalus Vexililifexus</i> var. <i>Nubilus</i>
Lost River milkvetch	<i>Astragalus amnis-amissi</i>
Seaside sedge	<i>Carex incurviformis</i> var. <i>incurviformis</i>
Douglas' biscuitroot	<i>Cymopterus douglassii</i>
Welsh buckwheat	<i>Eriogonum capistratum</i> var. <i>Welshii</i>
Challis crazyweed	<i>Oxytopis besseyi</i> var. <i>salmonensis</i>
Wavy-leaf thelypody	<i>Thelypodium repandum</i>
Challis milkvetch	<i>Astragalus amblytropis</i>
Lemhi milkvetch	<i>Astragalus aquilonius</i>
Marsh felwort	<i>Lomatium rotatum</i>
Spotted knapweed	<i>Centaurea stoebe</i>
Canada thistle	<i>Cirsium arvense</i>

Common Name	Scientific Name
Black henbane	<i>Hyoscyamus niger</i>
Whitetop	<i>Lepidium draba</i>
Yellow toadflax	<i>Linaria vulgaris</i>
Houndstongue	<i>Cynoglossum officinale</i>
Leafy spurge	<i>Euphorbia esula</i>
Cheatgrass	<i>Bromus tectorum</i>
Russian thistle	<i>Salsola kali</i>
Halogeton	<i>Halogeton glomeratus</i>
Kochia	<i>Kochia scoparia</i>

Insect Species – Common & Scientific Names

Common Name	Scientific Name
Mountain pine beetle	<i>Dendroctonus ponderosae</i>
Douglas fir beetle	<i>Dendroctonus pseudotsugae</i>
Western spruce budworm	<i>Choristoneura occidentalis</i>

Animal Species – Common & Scientific Names

Common Name	Scientific Name
Mountain goat	<i>Oreamnos americanus</i>
Pronghorn antelope	<i>Antilocapra americana</i>
Bighorn sheep	<i>Ovis canadensis</i>
Wolverine	<i>Gulo gulo</i>
Grey wolf	<i>Canis lupus</i>
Greater sage-grouse	<i>Centrocercus urophasianus</i>
Elk	<i>Cervus elaphus</i>
Mule deer	<i>Odocoileus hemionus</i>
Moose	<i>Alces alces</i>

Fish Species – Common & Scientific Names

Common Name	Scientific Name
Chinook salmon	<i>Oncorhynchus tshawytscha</i>
Steelhead	<i>Oncorhynchus mykiss</i> [Snake River Basin]
Rainbow trout	<i>Oncorhynchus mykiss</i>
Cutthroat trout	<i>Oncorhynchus clarkii</i>
Bull trout	<i>Salvelinus confluentus</i>

APPENDIX 2— TRAIL INVENTORY

Trail Number	Trail Name	Class	Miles within Wilderness*	Proposal	Rationale
4178	Narrow Canyon-Bowery Creek	1	(2.8)	Remove from inventory	This trail is not able to be located on the ground and the mapped trail dead ends at a high ridge.
4182	West Fork Herd Creek	2	7.1	TBD	Additional field inventory needed.
4187	McDonald Taylor	3	5.9	No change	
4253 CU19937_07	Sheep Creek	3	3.7 - FS 0.2 - BLM	No change	
4190	Taylor Creek	3	4.2	TBD	Also known as the Lower Cedar Trail. Additional field inventory needed.
4179	Narrow Canyon	1	(2.9)	Remove from inventory	This trail is not locatable on the ground and the mapped trail parallels the Bowery Creek Trail.
4184.03	Baker Creek	1	(1.0)	Remove from inventory	This trail dead ends and access is blocked at one end by private lands.
4183.03	Sheep Creek-Pine Creek	1	3.9	No change	
4051	Toolbox-Herd Creek	3	13.3	No change	
4188	East Pass Creek	1	1.8	No change	
4188.1	Middle East Pass Creek	1	3.6	Add to system	This is a historic trail that will improve access to the area if brought into the system as a primitive Trail (Class 1). Allows for a north to south route across the JMJP Wilderness.
4180	Fox Creek	1	<0.1	No change	
4185	Lake Basin-Hells Canyon	1	3.2 - FS 2.2 - BLM	No change	
4189	Sage Brush	2	3.5	No change	
4244	Bowery Creek	3	10.2	No change	
4181	Lake Basin Cutoff	1	0.7	No change	
4095	Upper Pine Creek	3	3.6	No change	
4186	Pine-McDonald	2	3.3	No Change	
1901.03	Upper Lake Creek	3	6.5 - BLM	Remove culverts, reduce footprint.	This constructed road will be maintained as a pedestrian/stock trail.
CU191507	Sawmill Canyon/Sage Creek	2	0.8 - BLM	No Change	

Trail Number	Trail Name	Class	Miles within Wilderness*	Proposal	Rationale
1901.02	Herd Lake	2	0.5 - BLM	No Change	
1901.1	Herd Lake Campsite	2	0.6 - BLM	No Change	
Total			79.0**		

*Trails are on NFS lands unless otherwise indicated.

**Total Mileage does not include the mileage of the trails proposed for removal from the National Forest System Trail inventory.

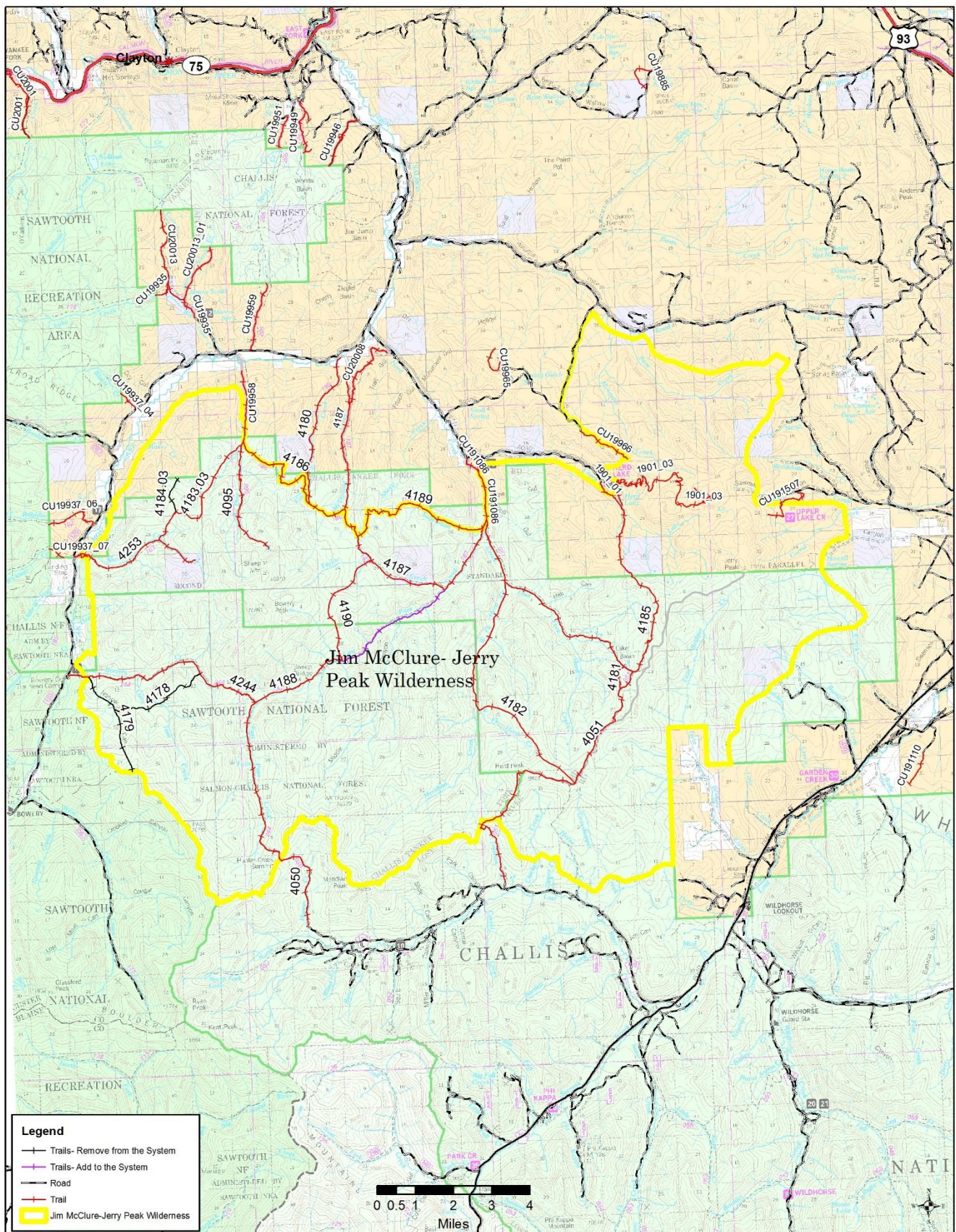


Figure 2: Map of Trails

APPENDIX 3—CAMPSITE MONITORING

Record disturbance to the groundcover (Frissel Campsite Condition Classes).

- 1 - Ground vegetation flattened but not permanently injured. Minimal physical change except for possibly a simple rock fire ring.
- 2 - Ground vegetation worn away around the fire ring or center of activity.
- 3 - Ground vegetation lost on most of the site but humus and litter still present in all but a few areas.
- 4 - Bare mineral soil widespread. Tree roots exposed on the surface.
- 5 - Soil erosion obvious. Trees reduced in vigor or dead.

Record tree damage.

- 0 – No more than 3 severely damaged trees.
- 1 – 4 to 10 severely damaged trees.
- 2 – More than 10 severely damaged trees.

Record disturbed area.

- 0 – No more than 25 m² (0-250 ft²).
- 1 – 26 to 100 m² (251 - 1000 ft²).
- 2 – More than 100 m² (more than 1000 ft²).

Record the presence/absence of various administrative structures.

For more information:

<http://www.wilderness.net/toolboxes/documents/recsite-monitor/National%20Minimum%20Recreation%20Site%20Monitoring%20Protocol.pdf>

APPENDIX 4—MAPS OF FOREST SERVICE AND BLM ALLOTMENTS IN THE JMJP

Figure 3 - FS East Pass Sheep and Goat Allotment

Figure 4 - FS Herd Creek Cattle and Horse Allotment

Figure 5 - BLM: Herd Creek, Mountain Springs, Road Creek, and Sage Creek Cattle and Horse Allotments

Figure 6 - FS Pine Creek, BLM East Fork, and BLM Pine Creek Cattle and Horse Allotments

Figure 7 - FS Upper East Fork Cattle and Horse Allotment

Figure 8 - FS Wildhorse Cattle and Horse Allotment

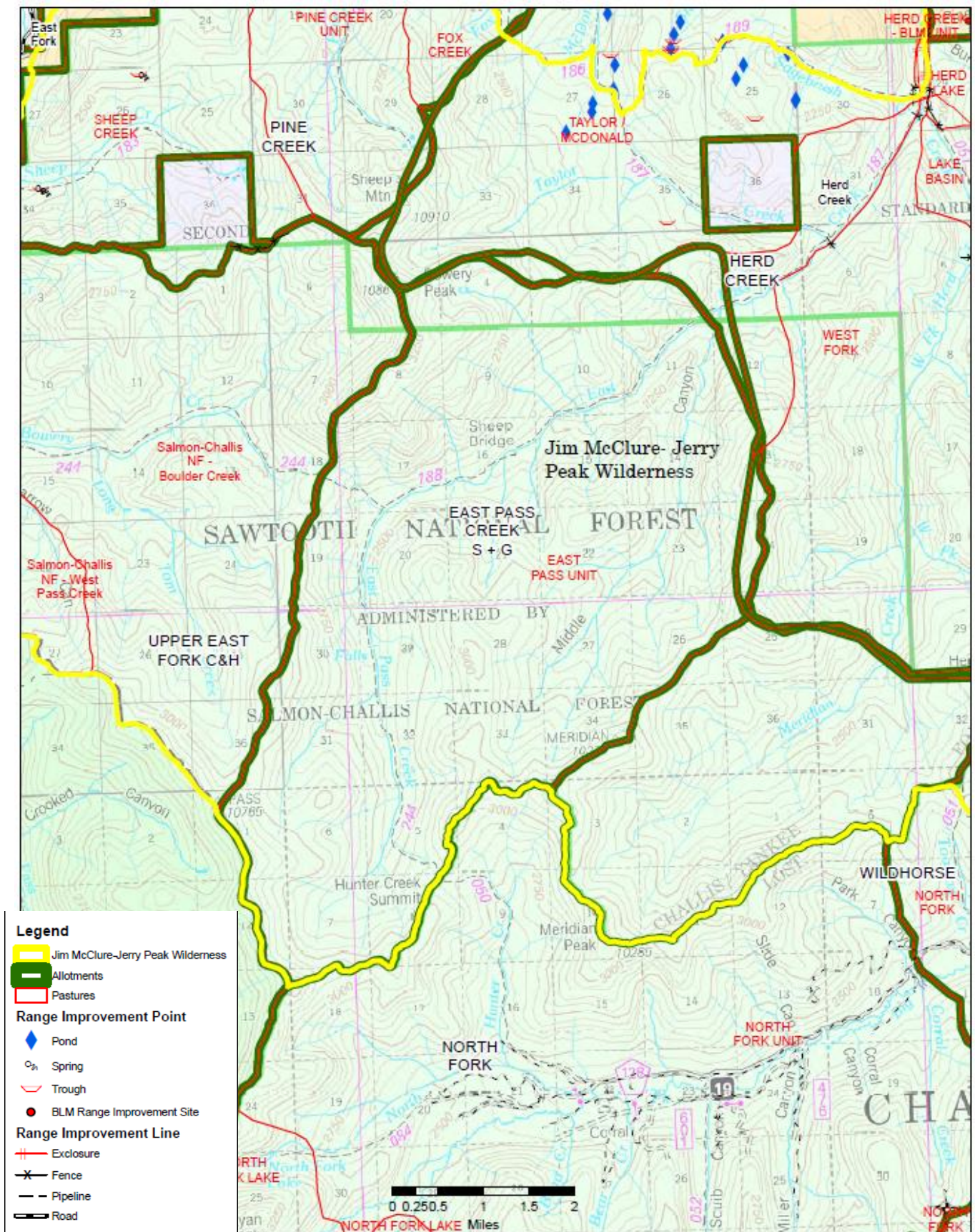


Figure 3: FS East Pass Sheep and Goat Allotment.

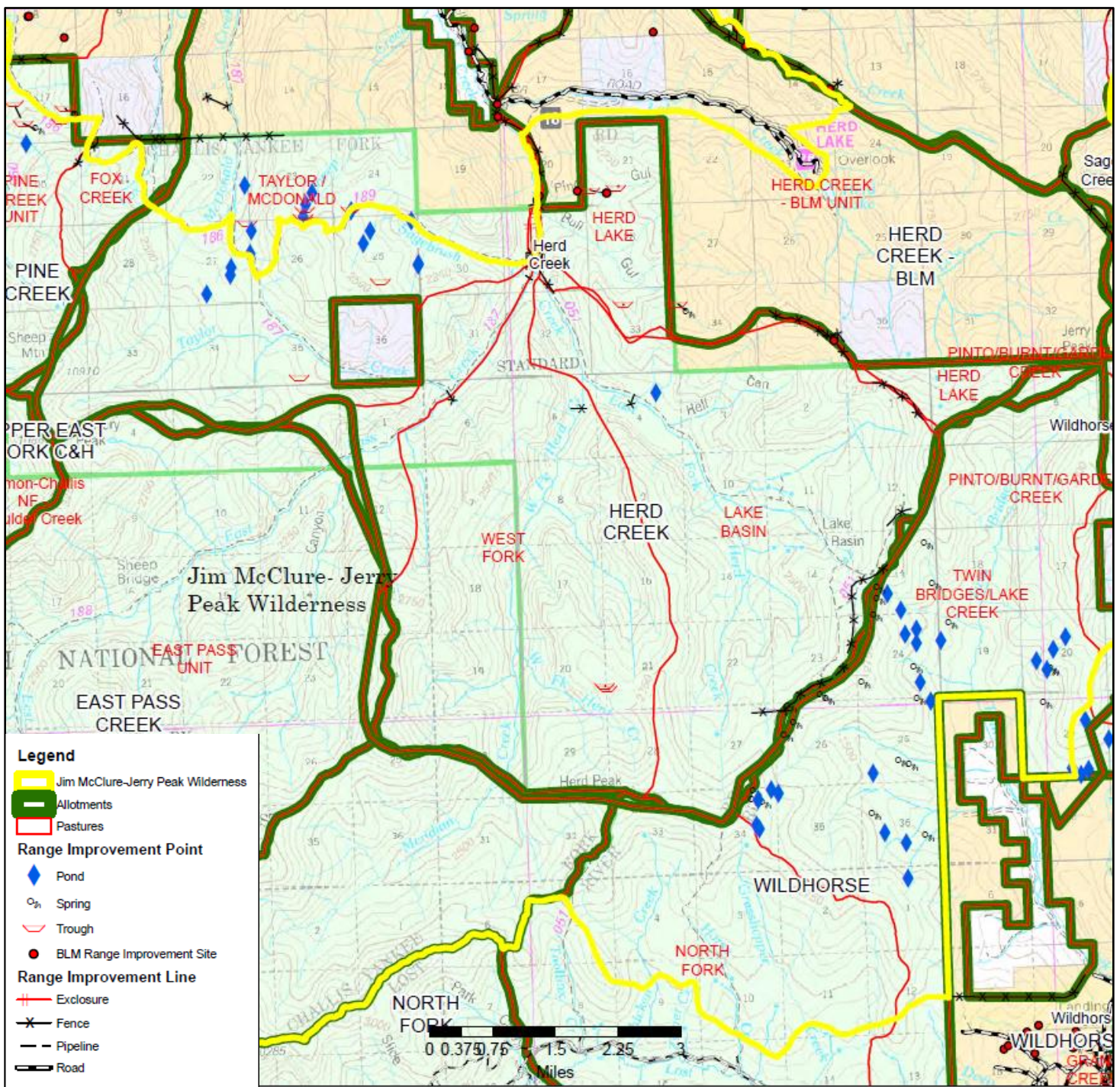


Figure 4: FS Herd Creek Cattle and Horse Allotment.

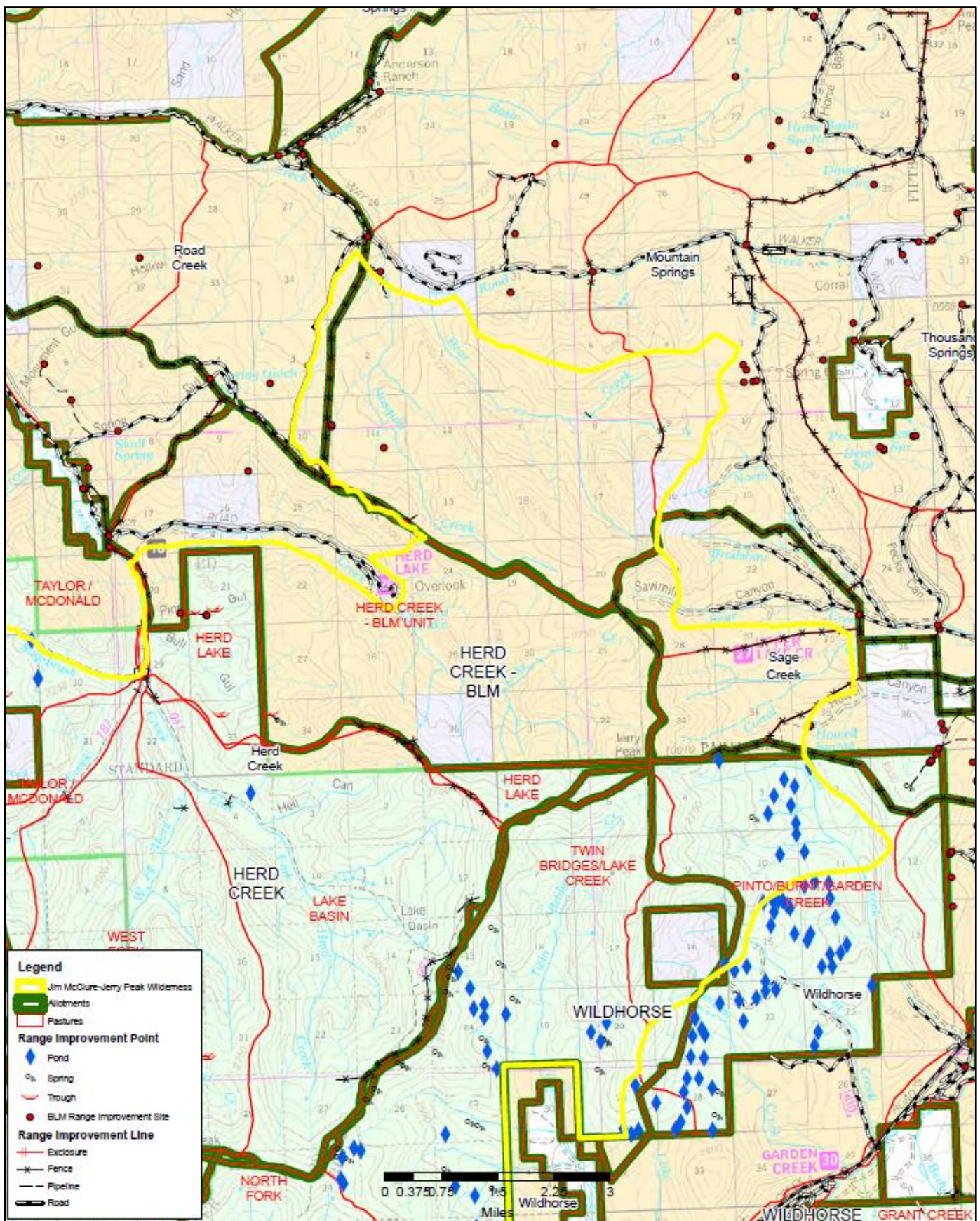


Figure 5: BLM Herd Creek, Mountain Springs, Road Creek, and Sage Creek Cattle and Horse Allotments

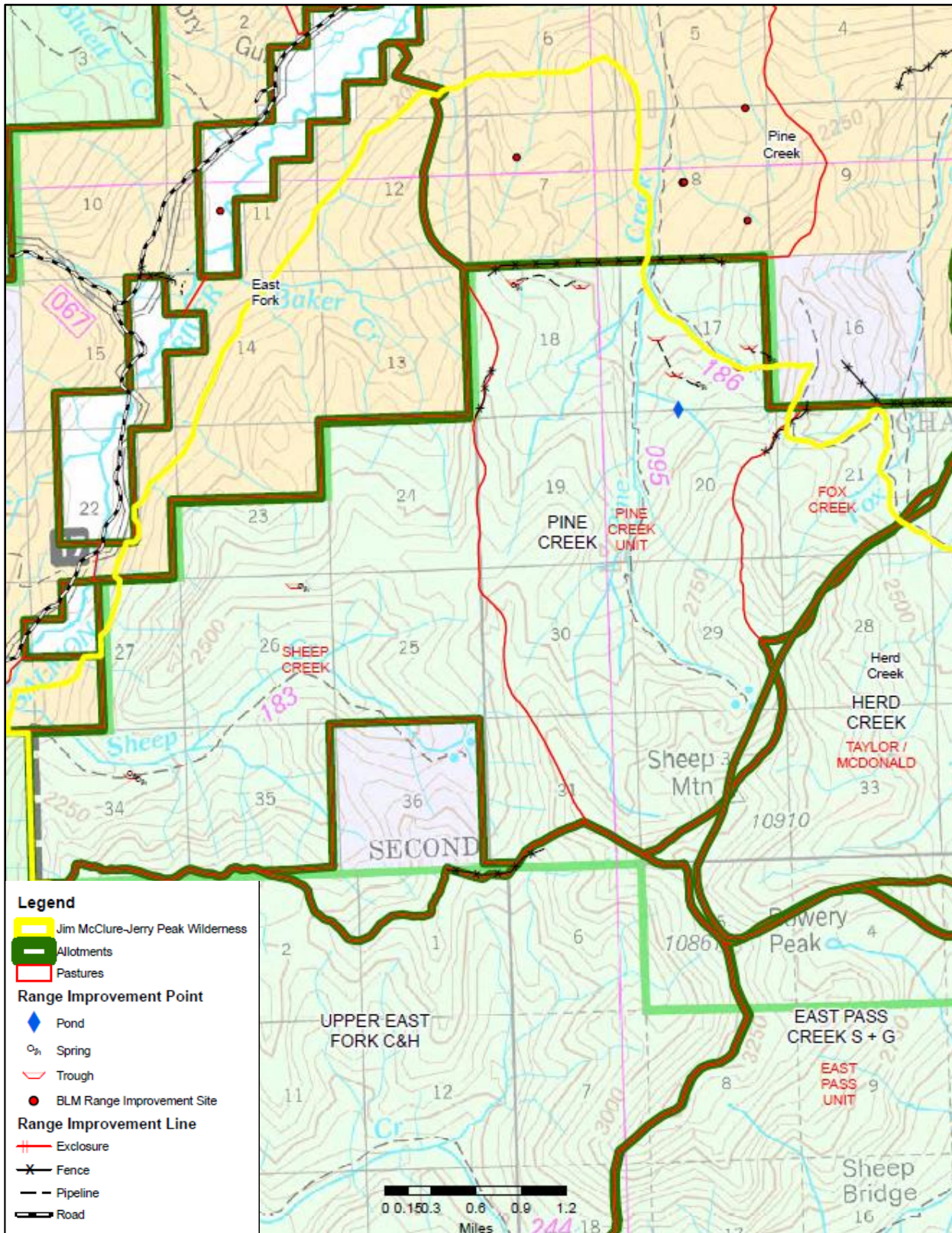


Figure 6: FS Pine Creek, BLM East Fork, and BLM Pine Creek Cattle and Horse Allotments.

WMP 63

WMP 64

APPENDIX 5—CONGRESSIONAL GRAZING GUIDELINES

(House Report NO. 101-405 (1990))

APPENDIX A. - GRAZING GUIDELINES

Section 4(d)(4)(2) of the Wilderness Act states: "the grazing of livestock, where established prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture".

The legislative history of this language is very clear in its intent that livestock grazing, and activities and the necessary facilities to support a livestock grazing program, will be permitted to continue in National Forest wilderness areas, when such grazing was established prior to classification of an area as wilderness.

Including those areas designated in 1964 by the Wilderness Act, Congress has designated a large number of wilderness areas, including areas which are managed by the Forest Service, Fish and Wildlife Service, and Bureau of Land Management. A number of these areas contain active grazing programs, which are conducted pursuant to existing authorities. In all such cases, when enacting legislation classifying an area as wilderness, it has been the intent of the Congress that the cited language of the Wilderness Act would apply to grazing within wilderness areas administered by all Federal agencies.

To avoid any possible confusion, however, the Committee believes it would appropriate to reiterate the guidelines and policies (which have been set out previously in the Committee's Report on H.R. 5487 of the 96th Congress, House Report NO. 96-617) that are to be utilized by BLM in implementing the relevant provisions of the Wilderness Act with respect to livestock grazing in the wilderness areas designated by this bill. It is the intention of the Committee that these guidelines and policies be considered in the overall context of the purposes and direction of the Wilderness Act of 1964 and this bill, and that they be promptly, fully, and diligently implemented and made available to Bureau of Land Management personnel at all levels and to all holders of permits for grazing in the wilderness areas designated by this bill.

The guidelines and policies are as follows:

1. There shall be no curtailments of grazing in wilderness areas simply because an area is, or has been designated as wilderness, nor should wilderness designations be used as an excuse by administrators to slowly "phase out" grazing. Any adjustments in the numbers of livestock permitted to graze in wilderness areas should be made as a result of revisions in the normal grazing and land management planning and policy setting process, giving consideration to legal mandates, range condition, and the protection of the range resource from deterioration.

It is anticipated that the numbers of livestock permitted to graze in wilderness would remain at the approximate levels at the time an area enters the wilderness system. If land management plans reveal conclusively that increased livestock numbers or animal unit months (AUMs) could be made available with no adverse impact on wilderness values such as plant communities, primitive recreation, and wildlife populations or habitat, some increases in AUMs may be permissible. This is not to imply, however, that wilderness lends itself to AUM or livestock increases and construction of substantial new facilities that might be appropriate for intensive grazing management in non-wilderness areas.

2. The maintenance of supporting facilities, existing in an area prior to its classification as wilderness (including fences, line cabins, water wells and lines, stock tanks, etc.), is permissible in wilderness. Where practical alternatives do not exist, maintenance or other activities may be accomplished through the occasional use of motorized equipment. This may include, for example, the use of backhoes to maintain stock ponds, pickup trucks for major fence repairs, or specialized equipment to repair stock watering facilities. Such occasional use of motorized equipment should be expressly authorized in the grazing permits for the area involved. The use of motorized equipment should be based on a rule of practical necessity and reasonableness. For example, motorized equipment need not be allowed for the placement of small quantities of salt or other activities where such activities can reasonably and practically be accomplished on horseback or foot. On the other hand, it may be appropriate to permit the occasional use of motorized equipment to haul large quantities of salt to distribution points. Moreover, under the rule of reasonableness, occasional use of motorized equipment should be permitted where practical alternatives are not available and such use would not have a significant adverse impact on the natural environment. Such motorized equipment uses will normally only be permitted in those portions of a wilderness area where they had occurred prior to the area's designation as wilderness or are established by prior agreement.
3. The replacement or reconstruction of deteriorated facilities or improvements should not be required to be accomplished using "natural materials", unless the material and labor costs of using natural materials are such that their use would not impose unreasonable additional costs on grazing permittees.
4. The construction of new improvements or replacement of deteriorated facilities in wilderness is permissible if in accordance with these guidelines and management plans governing the area involved. However, the construction of new improvements should be primarily for the purpose of resource protection and the more effective management of these resources rather than to accommodate increased numbers of livestock.
5. The use of motorized equipment for emergency purposes such as rescuing sick animals or the placement of feed in emergency situations is also permissible. This privilege is to be exercised only in true emergencies, and should not be abused by permittees.

In summary, subject to the conditions and policies outlined in this report, the general rule of thumb on grazing management in wilderness should be that activities or facilities established prior to the date of an area's designation as wilderness should be allowed to remain in place and may be replaced when necessary for the permittee to properly administer the grazing program. Thus, if livestock grazing activities and facilities were established in an area at the time Congress determined that the area was suitable for wilderness and placed the specific area in the wilderness system, they should be allowed to continue. With respect to areas designated as wilderness prior to the date of this Act, these guidelines shall not be considered as a direction to reestablish uses where such uses have been discontinued.

APPENDIX 6- WILD HORSE MANAGEMENT

Figure 9. Map of the Challis Herd Management Area and JMJP Wilderness

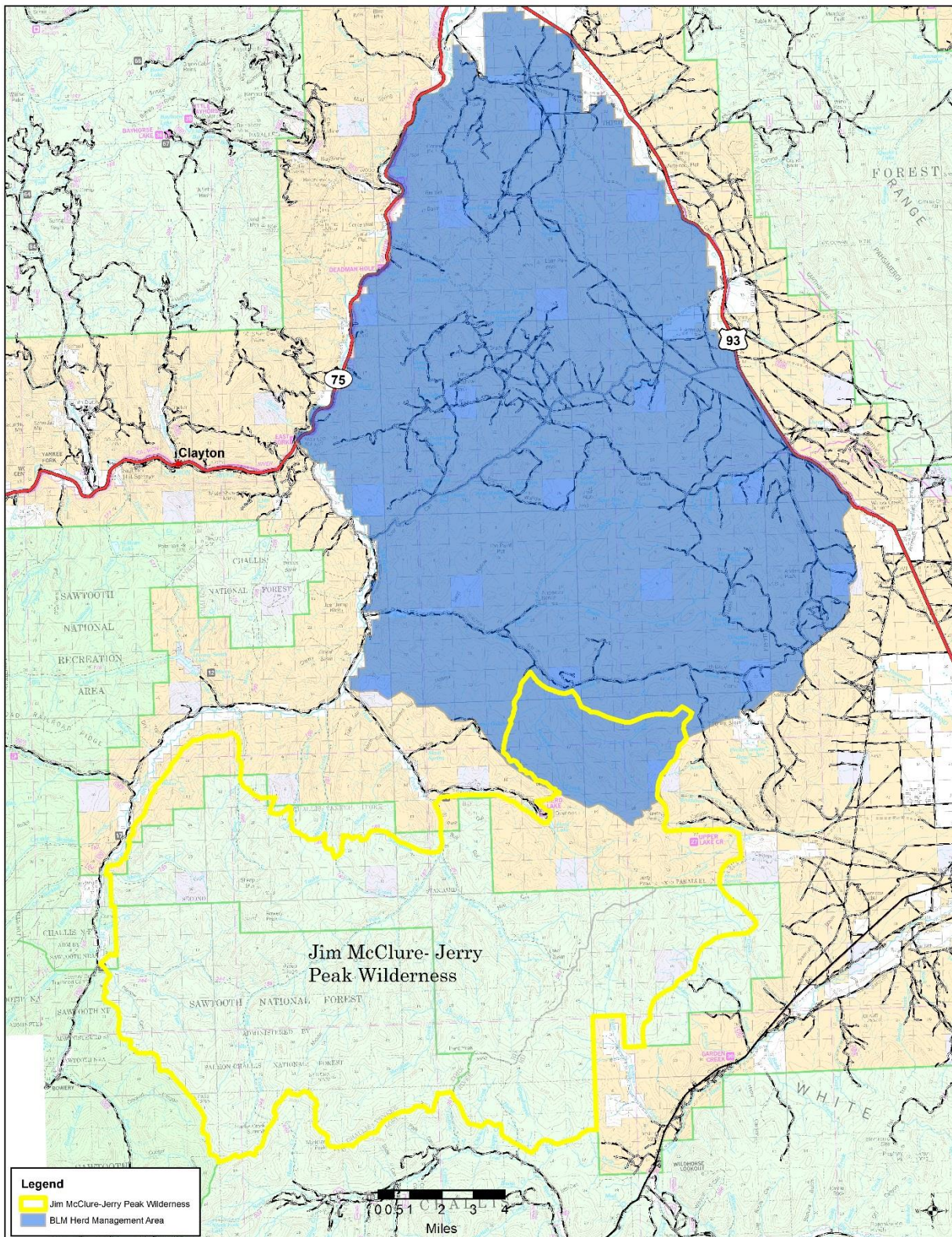


Figure 9: Challis Herd Management Area and JMJP Wilderness

APPENDIX 7: FIRE HISTORY AND FRCC MAPS

Figure 10: Fire History Map within the JMJP Wilderness

Figure 11: Fire Regime Condition Class Map for the JMJP Wilderness

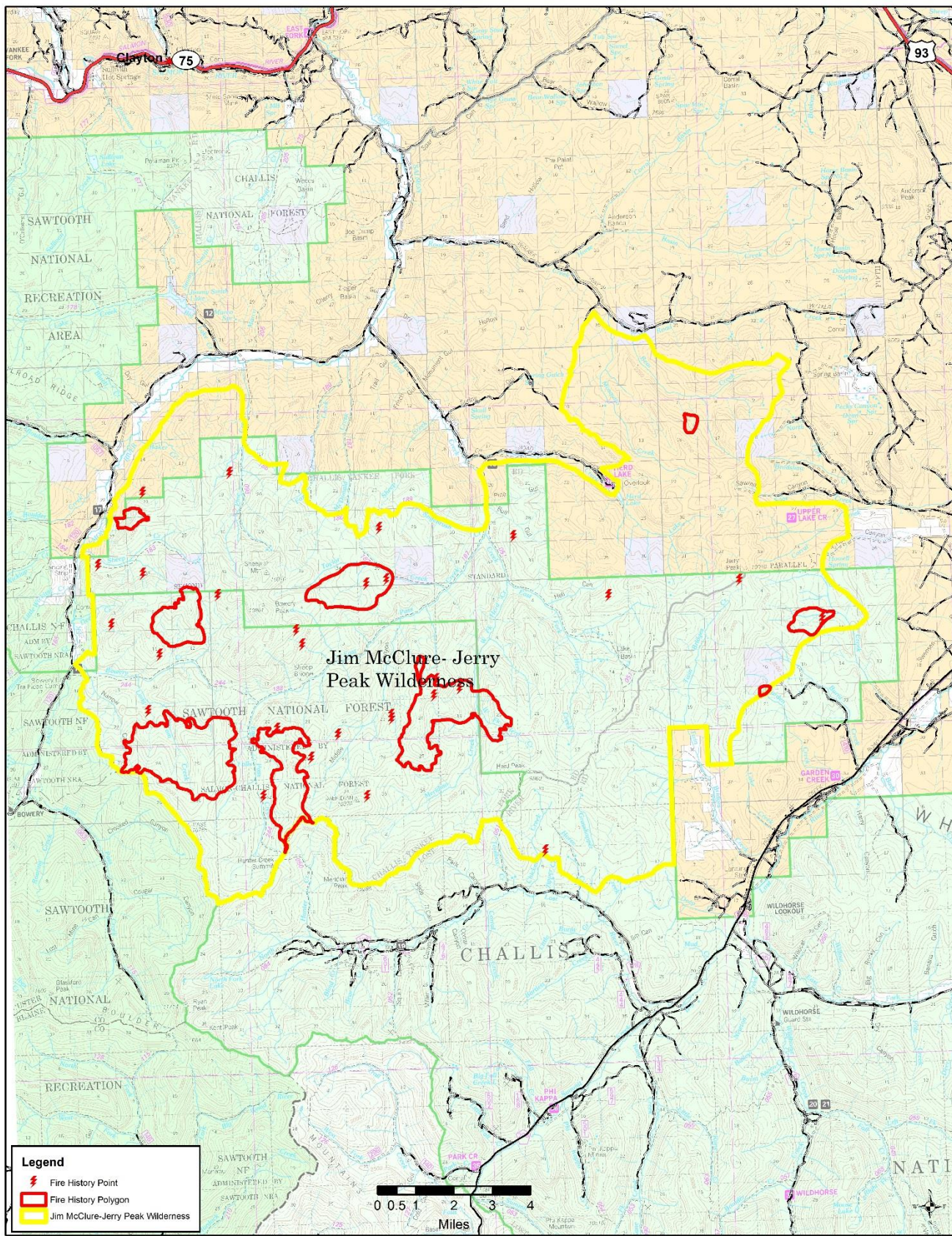


Figure 10: Fire History Map

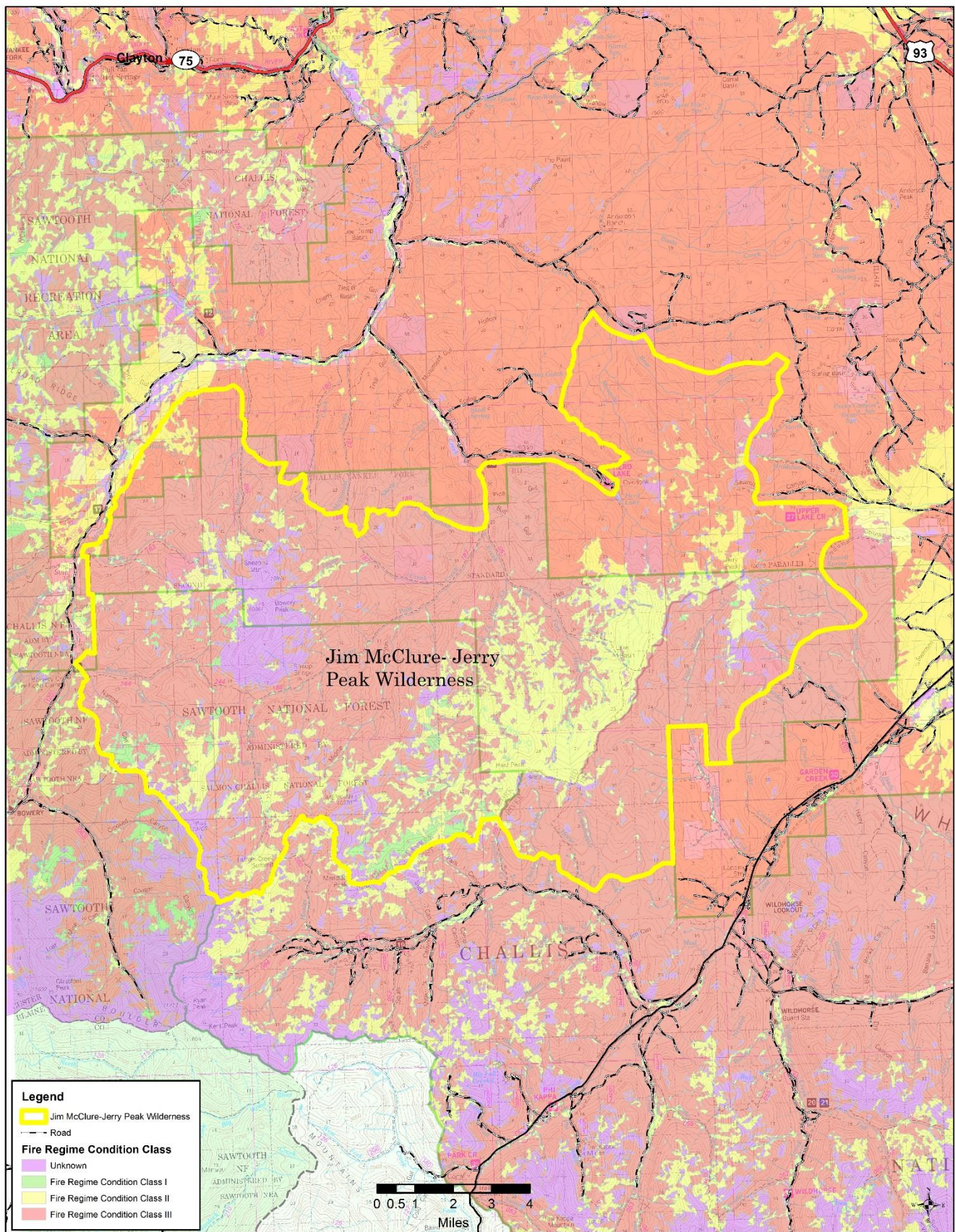
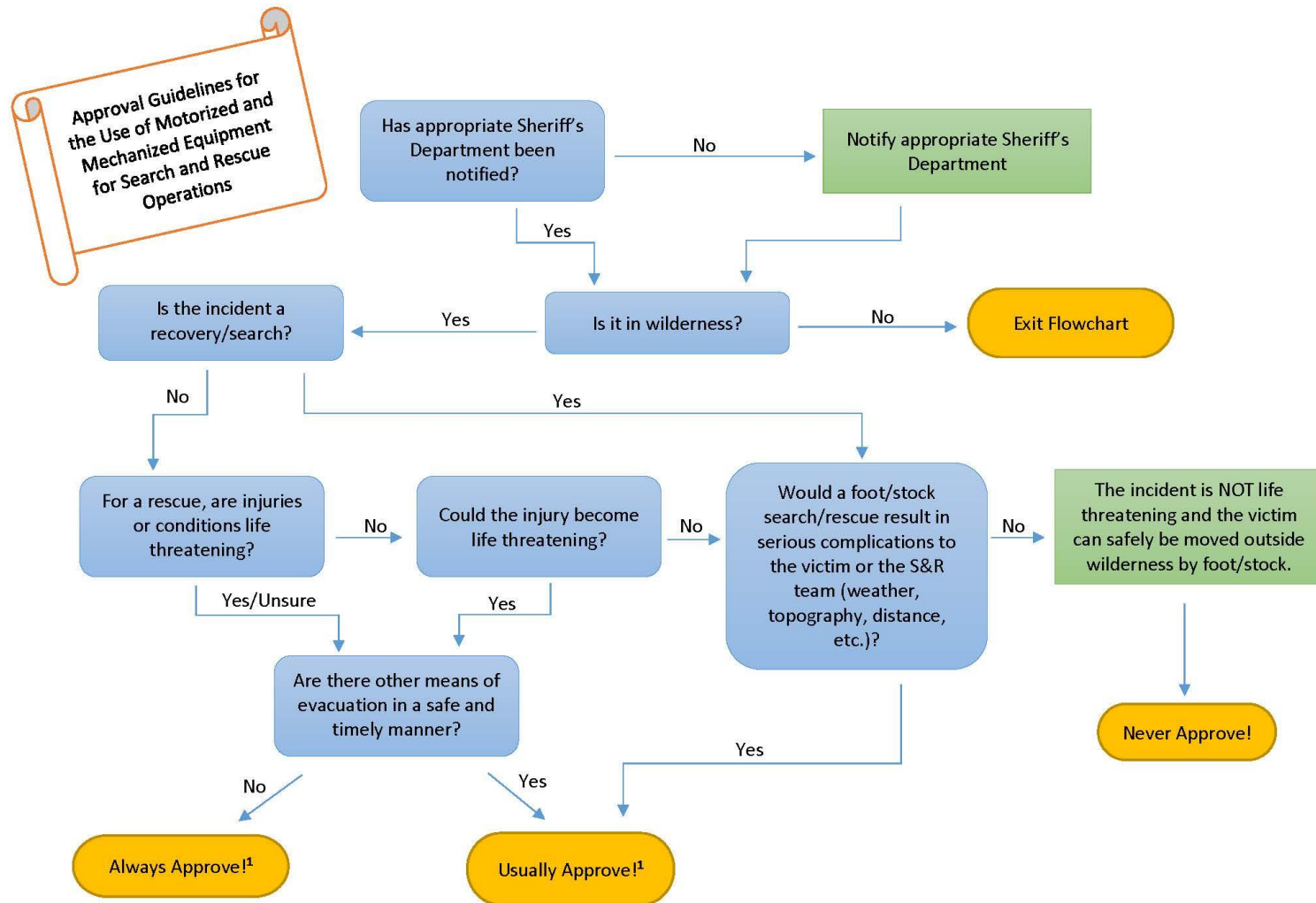


Figure 11: FRCC Map

APPENDIX 8—APPROVAL GUIDELINES FOR THE USE OF MOTORIZED AND MECHANIZED EQUIPMENT FOR SEARCH AND RESCUE OPERATIONS



¹ Permission can only be granted by the Forest Supervisor/BLM District Manager (or his/her acting) on a case-by-case basis.